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In this issue

1966 Manpower Tasks · Resort Industry Overcoming Applicant Shortage · Jobs for Minorities · Aerospace Recruiting Summer Camps · YOC and Local Offices

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U.S. DEPARTMENT OF LABOR
W. Willard Wirtz, Secretary

MANPOWER ADMINISTRATION
Stanley H. Ruttenberg, Administrator

BUREAU OF EMPLOYMENT SECURITY
U.S. EMPLOYMENT SERVICE

ELS

EMPLOYMENT SERVICE REVIEW

ELSIE SOLTAR DORMAN, Editor

A MONTHLY JOURNAL OF
FEDERAL-STATE EMPLOYMENT SERVICE
PROGRAMS AND OPERATIONS

BUREAU OF EMPLOYMENT SECURITY
Robert C. Goodwin, Administrator
U.S. EMPLOYMENT SERVICE
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SEAL OF THE PRESIDENT OF THE UNITED STATES
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Manpower Report of the President

To the Congress of the United States

I report on a year of progress and fulfillment.

I report on a year of challenge and change.

February 1966 marked the 20th anniversary of this Nation's 1946 commitment to provide job opportunities for every person, able, willing, and seeking to work.

February 1966 also brought the fifth anniversary of our longest and soundest period of peacetime prosperity. It marked the 60th consecutive month of visible proof that the 1946 commitment can be met.

A Record of Accomplishment

Five years of sustained economic growth have effectively demonstrated that this Nation can:

1. Pursue an economic policy which creates millions of new jobs and reduces the burdens of unemployment and poverty.
2. Provide the necessary job opportunities to convert a flood of teenagers into a valuable national resource instead of urgent social problem.
3. Set in motion manpower programs to transform the deprived, the disadvantaged, and the despairing into effective and self-respecting members of the Great Society.

Last year was one of harvest—and of new planting.

The fruits of sustained economic growth were realized in terms of increased employment and earnings for the American worker.

In 1965:

—The advance of 2.4 million jobs exceeded by one-third the increase of the labor force.

—Private nonfarm payrolls swelled by 42,000 added jobs each week.

—More than a million young Americans entered the work force, but there was work for them to do.

—Unemployment was reduced to its lowest rate in almost 9 years.

—The American factory worker's weekly earnings reached $110.92. Although the cost of the things he bought went up 2 percent, *there was 4½ percent more money in his pocket to buy them after paying his Federal taxes.*

Last year also saw the first combined effects of the new manpower, education, and poverty programs.

In 1965:

—More than 100,000 persons completed training under the Manpower Development and Training Act. Three out of every four were placed in jobs within 90 days after their course ended.

—More than 500,000 young men and women were approved for participation in the Neighborhood Youth Corps. The Corps helps those in school to stay there, and helps dropouts to return to school or begin work.

—About 200 area vocational-technical schools were approved for construction, and 85,000 full-time students are receiving financial assistance to begin or continue vocational training.

—About 115,000 full-time college students in more than 1,100 colleges participated in work-study programs, which helped them to meet the costs of a college education.

—Work experience programs provided jobs, basic education, training—and hope and dignity—for 65,000 public welfare recipients with almost 200,000 dependents.

—Almost 30,000 young men and women were enrolled in the Job Corps. For many of them, it was their first opportunity for realistic training to help them find and keep jobs.

Across the land, more and more men and women became productive members of a great and productive society. More and more boys and girls, in and out of school, received the work experience and training which helped to fit them for responsible places in society and to save them from lifetimes of chronic unemployment and degrading poverty.

A year ago 5 percent of our workers were unemployed. *Now only 3.7 percent are out of work.*

A year ago many of our programs to provide better training and wider educational opportunities were only

CHANGES IN CIVILIAN LABOR FORCE, EMPLOYMENT, AND UNEMPLOYMENT, BY AGE AND SEX, 1964–65

[Thousands]

Item	Total, 14 years and over	14 to 19 years			20 to 24 years	25 years and over		
		Total	14 to 17 years	18 and 19 years		Total	25 to 44 years	45 years and over
MEN								
Labor force	604	351	61	290	140	113	−7	120
Employment	895	359	71	289	213	323	85	238
Unemployment	−291	−8	−10	2	−73	−208	−91	−117
Unemployed 15 weeks or more	−148	−15	−12	−4	−23	−110	−36	−73
WOMEN								
Labor force	798	209	14	195	154	437	255	182
Employment	927	199	29	170	185	542	297	245
Unemployment	−129	11	−15	24	−30	−111	−44	−67
Unemployed 15 weeks or more	−70	3	−1	4	−20	−52	−29	−24

NOTE: Detail may not add to totals due to rounding.

beginning. *Today, they are supplying thousands of trained workers for our expanding economy.* But our very success in banishing the specter of mass unemployment from our land has brought new problems.

To sustain high employment, and continue our record of price stability, we must work harder than ever to match jobs and men.

Our success in reducing unemployment brings out more clearly than ever the fact that there is poverty in the midst of plenty. We cannot rest content:

—When employers seek skilled and experienced workers while thousands cannot find work because they lack proper training and education.

—When factories in some areas are unable to fill orders because they lack workers, while chronic unemployment endures in other areas.

This year we must make a special effort to see that our human resources are not wasted. We must accelerate the growth of public and private training programs and make them available to all. We must bring jobs to workers and workers to jobs. We must eliminate the discrimination which wastes our manpower resources.

Our goal is not just a job for every worker. Our goal is to place every worker in a job where he utilizes his full productive potential, for his own and for society's benefit.

To achieve this goal, I have outlined below a new program to make full use of all our human resources.

Making the transition to an economy of sustained high employment is our immediate task. But we must not lose sight of the longer run.

We take pride in the growth of our economy, in the achievements of our scientists and engineers, and in the ability of our dynamic private enterprise economy to put new technology to practical use. But the requirements of new technology demand continuing adjustments in our work force. To make those adjustments as smoothly as possible, every worker needs a first-rate education and opportunities for continuing education and training.

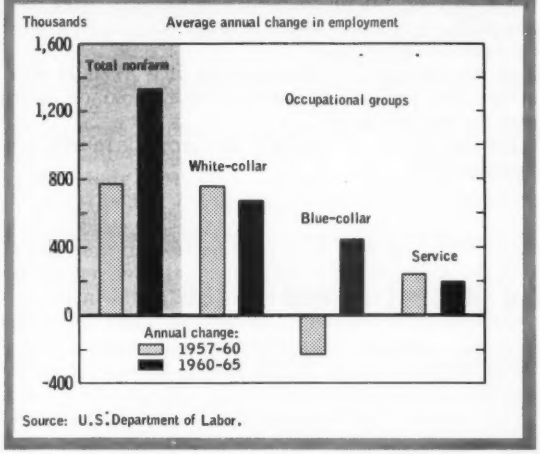
A Manpower Program for Full Employment Opportunity

Earlier Manpower Reports proceeded from a central concern with excessive unemployment: 6 percent at the time of the first report, and still 5 percent 2 years later. Now, with unemployment below 4 percent and falling, the attention of the Congress and the Nation must focus on the manpower prospects and problems which emerge as the products of unprecedented prosperity.

An unemployment rate of 3.7 percent in February marks another milestone along the country's course toward full realization of its economic potential. It was in November 1953—more than 12 years ago—that the unemployment rate was last that low. A year ago it was still 5 percent.

Attaining an unemployment rate of 3.7 percent is a triumph for our Nation's economy. It is a tribute to the public and private policies that led to this achievement. Because it does reflect an economy operating closer to the full use of its manpower resources, our celebration must be

Turnabout in trend of blue-collar employment has been feature of current expansion.



Source: U.S. Department of Labor.

tempered with caution. We must be alert to assure that the pace of our advance does not become too rapid, endangering the healthy stability and sound balance of our expansion. Yet to conclude that we must proceed cautiously does not mean that we should slam on the brakes or throw the economy into reverse.

We expect our labor force to expand by 1.6 million workers this year. Thus, we must provide about 4,500 new jobs each day—31,000 new jobs each week—134,000 new jobs each month.

Moreover, we cannot rest on past accomplishments when the unemployment rate for Negroes was still 7 percent in February. It was down from 9.2 percent a year earlier, and from nearly 13 percent in February 1961. But we cannot be satisfied when 1 out of every 14 Negro workers is without a job.

Nor can we be satisfied with a reduction of the unemployment rate for teenagers from 15.5 percent in February 1961 and 14.5 percent a year ago, to 10.9 percent last month. So high a rate for young workers still blocks far too many young men and women from beginning productive and rewarding careers.

Our achievement is worthy of celebration, but our task remains unfinished. We can and will move with appropriate caution to sustain our economic advance into even higher levels of manpower achievement.

The 3.7 percent rate is an average. It conceals the fact that some 3 million workers still lack jobs. It also conceals the fact that there are now more jobs in some areas and occupations than there are people to fill them.

—In the Great Lakes region, there is already a tight supply of both skilled and unskilled labor.
—There are shortages of machinists for the metalworking industry throughout the country, and shortages of building trades craftsmen in many areas.
—The new education programs could be stunted for a lack of teachers, and the Medicare program thwarted for a lack of medical and nursing personnel.

Yet, while these shortages exist:

—There are pockets of chronic unemployment in many cities, in Appalachia, in the Mississippi Delta, and in other regions of economic distress.
—There are teenagers who need jobs to stay in school or to help support their families. They need to know that society has a place for them and a need for their services.
—There are millions employed in occupations and skills that do not fully utilize their capabilities.

There is no overall labor shortage. But the unemployed and underemployed are not fully matched with the jobs available.

Specific shortages of labor can slow up the expansion of the economy. They can put pressure on costs and prices.

We are determined to do whatever is necessary to keep the economy expanding and avoid inflationary bottlenecks.

Plans to Head Off Manpower Shortages

The time to deal with manpower shortages is before they develop.

Effective manpower policies can reduce unemployment and at the same time head off manpower shortages.

I am therefore:

1. Directing the Commissioner of Labor Statistics to include in the monthly employment reports, starting in March, the fullest possible information on existing or threatening labor shortage situations.
2. Establishing an office of Assistant Secretary of Labor for Manpower, to assist the Secretary of Labor in the discharge of his manpower responsibilities under existing legislation and as Chairman of the President's Committee on Manpower.
3. Instructing the Secretary of Labor to focus Manpower Development and Training Act programs to meet prospective manpower shortage situations, especially through on-the-job training.
4. Requesting the President's Committee on Manpower to submit to me by July 1, 1966, a report on the recently announced coordination plan for all manpower activities of the Federal Government.
5. Asking the President's Advisory Committee on Labor-Management Policy to make appropriate recommendations to me on the manpower situation and related matters.
6. Referring the Report of the National Commission on Technology, Automation, and Economic Progress

to the President's Manpower and Labor-Management Policy Committees for advice regarding the Commission's recommendations.

At my request, the Secretary of Labor yesterday submitted to the Congress legislation to improve the administration of the Federal-State Employment Service. This legislation emerged from the unanimous recommendations of a task force of distinguished businessmen, labor leaders, educators, and other manpower specialists.

I call at the same time on American management and American labor to take the affirmative action which is necessary to assure that inflation, resulting from the underuse of America's manpower potential, will not deprive us of the fruits of the most magnificent economic growth record in history.

A Call For Bold New Approaches

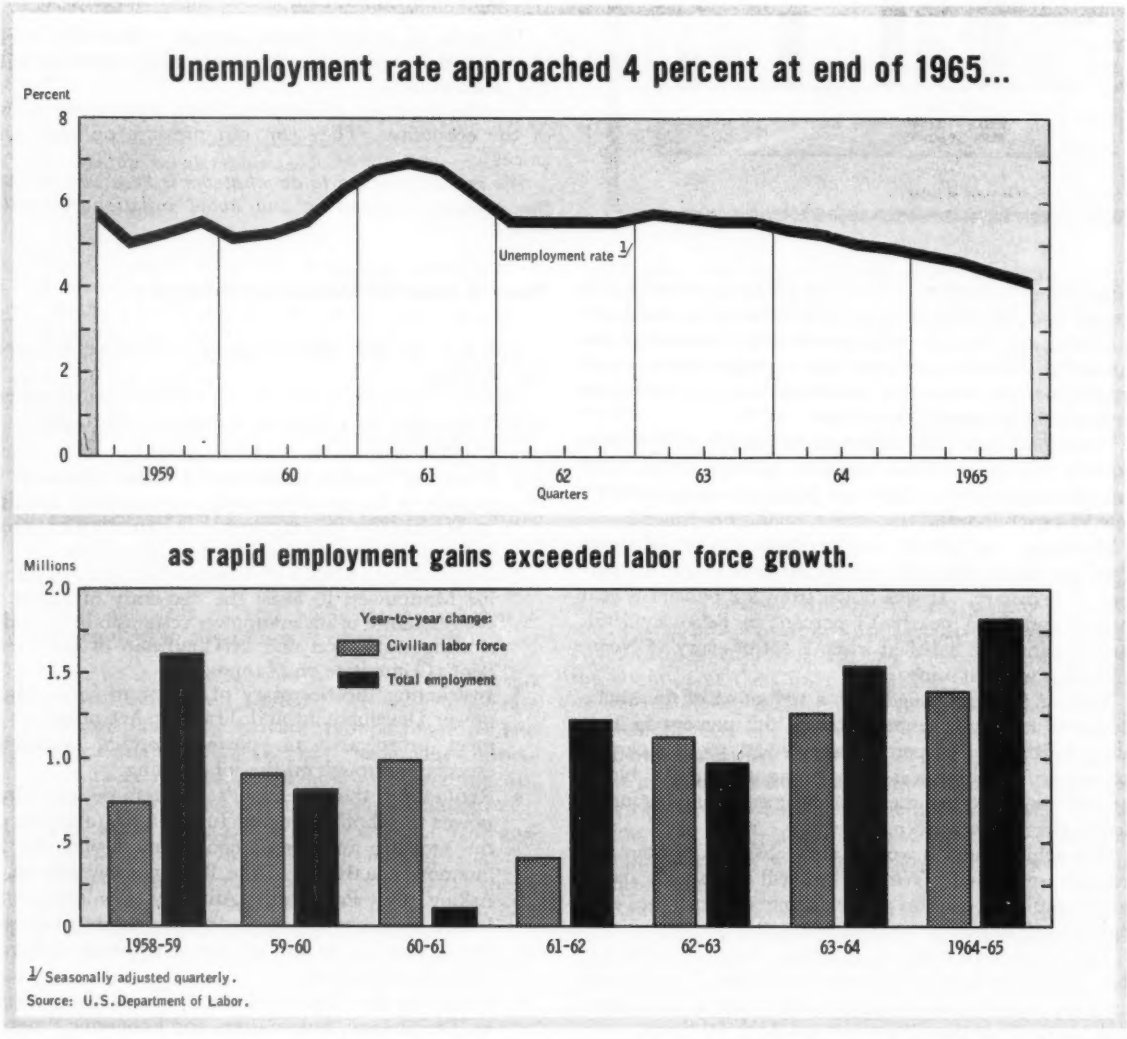
I am asking these agencies and groups to think boldly about new approaches.

What can we do to move the unemployed and the underemployed from places where jobs are scarce to places where workers are scarce? How do we move the jobs to the unemployed?

What can we do to encourage employers, who seek scarce skills, to redefine jobs in a way that employs more of the unskilled or semiskilled?

How can we enhance the mobility of workers in construction and similar occupations where demand shifts sharply among localities?

What can we do to mobilize the recently retired but still productive?



What can we do to make fuller use of our trained womanpower?

What can we do to break down artificial barriers against the entry of new workers into jobs that are hard to fill?

What can we do to insure that training and apprenticeship programs are open to all alike and are sufficiently extensive to meet our needs for skilled workers?

What can we do to help employers improve their own on-the-job training?

What can we do to encourage the employment of the physically and psychologically handicapped?

What can we do to facilitate the immigration of workers with scarce skills?

What more can we do to break down the barriers of discrimination that waste valuable manpower resources?

We already have many effective tools of an effective manpower policy. In the year ahead we will expand and improve these programs.

Our most important new tool was provided by the Manpower Development and Training Act of 1962, strengthened by the amendments of 1963 and 1965. Our manpower training programs must respond to needs of both people and the economy. Our experience under the Act has proved that people can be helped through education and training and the economy will benefit from the availability of additional workers.

Training will make useful and productive citizens of people previously considered beyond even the most elementary kinds of help. Mentally retarded individuals are being hired in increasing numbers by both Government and private employers, after successful training in various semiskilled, office, and service occupations. Vocational rehabilitation and manpower development programs are being applied more extensively to inmates of correctional institutions. During their period of confinement, they can prepare for jobs when they are released.

Federal manpower training programs are conducted in close cooperation with private industry. During the past year, we have significantly increased the number of on-the-job training programs approved under the Manpower Development and Training Act. In occupations ranging from tool and die makers to nurses aides and shipfitters, people are being trained *on the job*. The employment rate of over 85 percent testifies to the effectiveness of these programs. *In the next fiscal year, we will train and retrain 250,000 persons under these MDTA programs.*

An expanding economy now presents both the opportunity and the necessity to upgrade the skills of the underemployed. This will meet the demand for workers. It will afford opportunity to people to move into higher skill and higher paying jobs—as high as their abilities permit.

The second major tool of our manpower policy is the Federal-State Employment Service. It must assume even greater responsibility not only in placing people, but in providing proper job and training information, guidance, and counseling to all who need it.

The administrative framework of the Service must be modernized. The quality of those who provide its day-to-day services must be improved. The methods of its operation need development. More intensive research is needed to help guide our young people to occupations where they are most needed. Vigorous manpower training and a revitalized job placement service are essential for a high-employment economy with price stability. We will make the most of these tools in 1966.

The Special Problems of the Disadvantaged

Certain groups in the Nation have not shared fully in the benefits of our unprecedented economic expansion. Much remains to be done to achieve full opportunity for these groups. As we expand *their* opportunities, we expand *our* manpower resources.

—**Unskilled workers,** with almost double the national rate of unemployment, lack the training to develop their potential skills.

—**Nonwhite workers,** who constitute 11 percent of our labor force, 20 percent of our unemployed, and nearly 25 percent of our long-term unemployed, suffer the double disadvantages of lower educational attainment and lingering discrimination.

—**Young Americans,** who will swell our work force for many years to come, still experience triple the national unemployment rate.

—**Farm workers,** both operators and hired workers, remain the victims of high unemployment and underemployment.

—**Workers in surplus labor areas,** such as Appalachia, can benefit only from more vigorous economic development in their home areas or from migration to centers of employment growth.

No society can be truly great—and no economy can be truly prosperous—if high, long-duration unemployment for some exists side by side with low, short-term unemployment for others.

Special programs, suited to special groups, are needed to achieve full employment with price stability.

We must move again as we did last year to meet the impact of the more than 2 million young people—16 to 21 years of age—who will be looking for work next summer.

As we continue toward the Great Society, we will also bring increased employment opportunities to many groups.

—The rehabilitation and rebuilding of large blighted sections in our central cities will bring new vistas to those parts of America where opportunities are needed most.

—The work of the Rural Community Development Service will open up new opportunities for rural people, particularly in areas of greatest need. The new Community Development Districts, when pending legislation is passed, will bring greater planning resources to rural areas. The result will be higher levels of social and economic development.

—Our efforts under the 1965 Public Works and Economic Development Act will be stepped up.

—Joint Federal-State efforts under the Appalachian Regional Commission are also being increased. I have recommended quadrupling the expenditures for special programs to reach the more than 17 million people residing in that area. Such an increase means increased resources for highway construction, development of natural resources, vocational education, and health activities.

Our economy cannot be fully successful, or our society truly great, while differences in economic opportunity persist. The programs and policies of this Administration seek to reduce and ultimately to eliminate these differences. They are intolerable in a free and democratic society.

Investment in Human Resources

In a prosperous economy, the root of most problems of unemployment and underemployment lies in deficiencies in education. We must repair these deficiencies where we can. We must prevent their recurrence in the next generation.

Fewer young people now drop out of school. But the number is still too high. If current trends continue, there will be over 8 million school dropouts between 1960 and 1970. The average American worker already has more than a high school education. The dropout will be at an ever-increasing disadvantage.

I am particularly concerned by the large numbers of young men who fail the Armed Forces qualification tests and must be rejected for military service. One-seventh of the young men examined cannot pass the equivalent of an elementary school examination.

Low educational attainment is a product, and in turn a producer, of poverty, unemployment, and discrimination. This Administration is determined to bring increased education and training opportunities to all Americans in the coming year. We intend to:

—Improve vocational rehabilitation training for over 200,000 mentally retarded, severely disabled, and handicapped individuals.

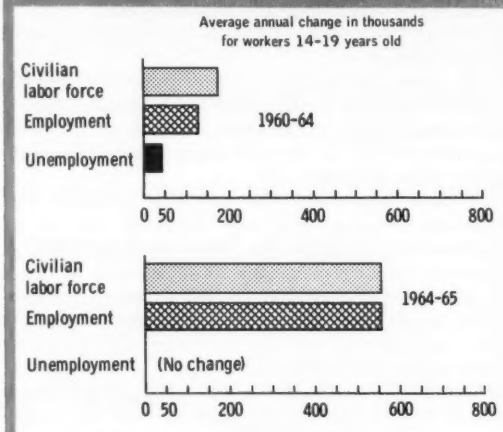
—Train or retrain 250,000 persons under manpower development programs.

—Have Community Action Programs in 900 areas, urban and rural, throughout the United States.

—Fund preschool classes for more than 200,000 children over the full academic year—and for another 500,000 youngsters during the summer. Almost 150,000 teachers, teacher aides, and neighborhood helpers will provide the needed service to these children.

—Operate 124 Job Corps urban and rural training centers, able to enroll approximately 45,000 men and women at any one time.

Gain in teenage employment matched record teenage labor force increase in 1965, a sharp contrast to 1960–64 experience.



Source: U.S. Department of Labor.

—Provide 125,000 part-time jobs during the entire school year and another 165,000 summer jobs in the Neighborhood Youth Corps to help poor young people to stay in school. Another 64,000 positions will be available for boys and girls out of school.

—Offer services, under the Work-Experience Program, to over 100,000 public welfare recipients who support 300,000 dependents.

—Give basic education to 75,000 adults under grants to States for improving adult literacy.

—Conduct 350 different projects involving 4,500 VISTA volunteers to provide educational training and related services to the poor.

These specific programs are in addition to the enormous expansion in aid to our elementary, secondary, and higher education systems. For next year, I have proposed a total Federal investment in education of $10.2 billion—more than double the $4.75 billion effort when I became President. This will move us forward toward our goal of providing full education for every citizen to the limits of his capacity to absorb it.

Teaching methods and materials, no matter how excellent, are not enough. They must be kindled by ingenious, flexible, and responsive teachers and administrators. I have urged that Congress provide the funds for a new

Teachers Corps—to be made up initially of 3,700 men and women. Combined into teams of experienced and intern teachers, they will be sharing their skills and understanding this fall with the poor children who need them most.

I am also calling for increased activities which will provide this Nation with more high-quality teachers for the handicapped and to meet the impact of school desegregation.

Manpower demands for professional personnel are also increasing in many other fields. New research and teaching activities must be oriented to meet those demands. Grants, loans, and other forms of aid are being made available to States, localities, and educational institutions. They include:

—A significant increase in National Science Foundation support of basic research and science education, critically important for the advanced training of scientists and engineers.

—University grants for research and training of advanced degree students in the space sciences through the National Aeronautics and Space Administration.

—Help through the Health Professions Educational Assistance Act and other legislation to increase, by 1975, the number of medical school graduates by 50 percent and the number of dental school graduates by 100 percent over 1960.

—Training personnel to deal with the critical problems of water pollution under the Water Pollution Control Administration.

—Training programs for developing skills of persons who are needed in community development activities.

—Continued assistance in the development of high quality personnel for guidance and counseling—from elementary school to the university—under provisions of the National Defense Education Act.

We must provide full and free access to a first-rate education for all our youth, with later opportunities to develop their talents to the fullest measure of their ability. The commitment of the Administration is to expand education and training opportunities for every citizen.

Unemployment Insurance and Minimum Wage

Sound fiscal and monetary policies, effective training programs, an efficient Employment Service, and expanding educational services can steadily provide new hope for the unemployed. Yet, even in a high-employment economy, the protection of unemployment compensation remains essential. The present period of prosperity is the appropriate time to modernize and strengthen our system of unemployment insurance.

I have recommended that legislation be enacted to improve our system's financing and administration to prevent abuses and to provide more realistic benefits for more workers, for longer periods.

Special protection is needed for those in our labor force who are still employed at substantial earnings. The minimum wage for American workers has been an essential part of national policy for almost 30 years. But both the level of the minimum and the number of workers covered have recently fallen behind the pace set by the rest of the economy.

I recommend that the minimum wage be increased and that the coverage of the Fair Labor Standards Act be extended to additional workers.

We must provide all possible assistance to those who seek work, and decent living conditions for those who do work. The programs and policies of this Administration will be directed at these goals.

Our Opportunity for the Future

This report has been of programs and policies, of legislation and appropriations. These are the means by which manpower policy is carried out.

The real basis of manpower policy is more fundamental. It is the very essence of a free and democratic society. It is our shared belief in the dignity of every human being.

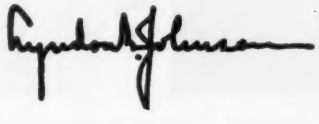
This report has been of the gains of the past year. To mark these gains is only to take new measure of the future. We are a people who draw confidence from the certainty of change. We are restless unless we can mold change to the highest human purpose. With all that we have accomplished so far, with all that we are doing now, it is time to ask again: What of the future?

The future can be and ought to be a time of opportunity. I see a future where the first 2 decades of people's lives are spent growing up, physically and mentally fit—training for citizenship and effective participation in their country's affairs—attaining the education for service, for a craft, for a profession—getting ready for their roles as workers, consumers, producers, and contributors to a free society.

I see a future in which education and training will be a permanent bridge between learning, employment, and human development. Even as we develop new uses of technology, we recognize that people grow stale unless there is a continuous renewal of their knowledge, enrichment of their skills, and development of their talents.

I see a future in which help to those seeking a station in life—whether it be the young dropout, the first offender, the older man with an outdated skill, the military rejectee—will have an opportunity to fulfill their hopes and expectations.

A manpower policy must be based on belief in the value of the individual and in the promise of welcome change. A manpower policy should lead us to a society in which every person has full opportunity to develop his—or her—earning powers, where no willing worker lacks a job, and where no useful talent lacks an opportunity.



THE WHITE HOUSE,
March 8, 1966.

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Manpower Tasks fo

Nineteen sixty-five was a year of outstanding performance by the U.S. economy. The expansion of the economy, largely attributable to the timely application of general economic policies and the specific impact of manpower and antipoverty programs, contributed to reducinng unemployment to 4½ percent for 1965 as a whole, the lowest annual rate since 1957.

Brisk growth in employment and output and improvement in unemployment continued throughout 1965 and into 1966, marking the beginning of a record-breaking sixth consecutive year of growth from the recession low point of 1961. By January 1966 the unemployment rate had been reduced to 4 percent—about equal to the lowest level since World War II, with the exception of the Korean conflict period—and moreover, the economy clearely was still expanding rapidly.

Fully as important as the size of the employment increase in 1965 was its industrial and occupational pattern. In the private sector of the economy generally and in the goods-producing and related industries particularly, the expansion of employment was outstanding. Manufacturing jobs exceeded World War II levels for the first time, with all hard goods industries and most soft goods industries registering employment advances. These job gains brought a substantial improvement in the employment situation of a number of disadvantaged groups, including Negroes and less skilled workers generally. The gains were also spread widely throughout the United States.

The sharpest acceleration in job growth in 1965 occurred among blue-collar workers—especialy at the least skilled level—and among teenagers and nonwhites, all groups which have faced serious employment difficulties for at least a decade. Particularly impressive was the absorption into employment of a record 850,000 young adult workers 18 to 24 years of age who entered the labor force during the year.

All of the additional employment in 1965 represented full-time jobs, the source too of most of the 1964 pickup. The number of nonfarm workers on part time for economic reasons continued to decline and reached the lowest level on record since annual information became available in 1956.

The strong demand for additional manpower was also reflected in the substantial lengthening of the factory workweek which rose four-tenths of an hour, or nearly 1 percent, in 1965 to 41.1 hours—the highest level since the end of the Second World War. Overtime hours among factory production workers also reached the highest level in the 10 years that these data have been collected, averaging 3.9 hours in durable goods industries and 3.1 in nondurable goods industries in 1965.

Very sizable inroads were made into long-term unemployment which had been relatively intractable during earlier, but shorter, upturns in the

On the job training in typewriter repair under MDTA.

for 1966*

MDTA training helped workers learn a new trade in welding.

business cycle. The number of workers unemployed 15 weeks or longer dropped by 200,000 in 1965, nearly twice the previous year's reduction. Much of the improvement was among persons who had been out of work 6 months or longer—their number fell by 130,000. The improvement was particularly marked among two of the groups especially vulnerable to long-term unemployment—the unskilled and older men.

The successes of the past half decade warrant candid recognition of the serious problems that remain:

- There are still 17 major areas in the continental United States in which unemployment is above 6 percent.
- There are still more than 650,000 people—one-fifth of the unemployed—who have been out of work for 15 weeks or longer.
- There are still 1¾ million "employed" who want to work full time but have only part-time work.
- One out of every eight teenagers who are looking for work (half of them only for part-time work) cannot find it.
- Negroes still constitute one-fifth of the unemployed—double their share of the labor force. There are 200,000 unemployed Negro teenagers highly concentrated in poor neighborhoods.
- Over 3 million household heads are working full time but still living in poverty.

In meeting the unemployment problems which remain, enlightened fiscal and monetary policies, on the one hand, and manpower, education, antipoverty, and civil rights programs, on the other, will be of coordinate importance. Continued expansion of the economy will be essential if use is to be made of the expanding work force. But there is little prospect of much further reduction in unemployment without serious inflationary consequences, except as efforts are directed specifically to the persistent concentrations of unemployment and unpreparedness. The manpower and related programs take on a new significance as the prospect of manpower shortages in certain areas and occupations develops.

Manpower policy, it is now evident, is as important in periods of high employment as when jobs are hard to find. It is an adjustable instrument which must be directed continually toward the changing manpower problems that attend changing economic conditions. In the present period of rising employment and tightening job markets, measures to improve manpower development and utilization become steadily more important in easing and preventing labor shortages, with their consequent production bottlenecks and inflationary pressures.

The needs of prosperity's unemployed—the young, nonwhite, and disadvantaged—demand immediate remedies. And so does the Nation's need for trained workers in many occupations with a growing scarcity of qualified personnel. Training programs for jobless workers conducted under the Manpower Development and Training Act should and will be reoriented to serve both these objectives. Employers can make a great contribution by enlarging their on-the-job training programs and opening these to all potentially qualified workers—without discrimination, artificial educational requirements, or other barriers to employment of the disadvantaged.

The War on Poverty has also provided a new arsenal of work-training and work-experience programs which need progressive strengthening. The first year's experience under the programs has made two things clear. With training, counseling, and other services appropriate to their particular needs, even greatly disadvantaged youth and adults can be helped to qualify for and obtain productive jobs. But substantial as are the present programs, they still fall short of meeting the total need of the groups they aim to serve. This is true not only of the War on Poverty programs but also of those long established for disabled veterans, other handicapped people, American Indians, and prisoners and parolees—groups whose urgent need for training and other aid in qualifying for and finding jobs must never be lost sight of.

The disadvantaged are not one group but many—each with particular problems demanding particular remedies. And some groups have job market handicaps hardly touched as yet by public or private programs. Older workers, for example, have urgent need for action to end the discrimination they encounter in trying to find jobs and for expanded opportunities for work and training.

Strengthening of Public Employment Service

The Federal-State Employment Service system has a central and critical role in implementing the country's manpower policies, and has been called on to undertake large new responsibilities in connection with the manpower programs of the past several years. To carry out its enlarged responsibilities effectively, a strengthened Employment Service is needed,

*Adapted from the *Manpower Report of the President*, U.S. Department of Labor, March 1966.

separated physically and structurally from the unemployment compensation system and under a new legislative mandate.

The findings of a Task Force of distinguished representatives of business, labor, and the public appointed by the Secretary of Labor in September 1965 give strong support for this conclusion. As the Task Force recommended, the Employment Service must be open to all in need of manpower services but must also make particular efforts to reach those requiring specialized services to improve their employability. It must fulfill its potential as a coordinator of counseling and placement activities in the various Government training and work-training programs. It must develop better job market information and organize more rapid and efficient interarea and interstate clearance of job offers and work availability, perhaps through a computerized system. It must improve the standards for its personnel and promote training for them, so that testing, counseling, and placement of workers, especially the disadvantaged, can be carried out with maximum efficiency. It must also strive constantly to be an effective instrument of manpower policy, with regard for both local needs and national objectives. In short, the Employment Service must become a comprehensive manpower agency, serving both workers and employers at a higher level of efficiency.

Improvements in these directions which are possible under existing legislation will be initiated promptly, to the maximum extent permitted by budgetary limitations. Other recommended improvements must await legislative authorization by the Congress.

Reorientation of MDTA Training Programs

The training programs conducted under the Manpower Development and Training Act have always had two objectives—to enable workers to qualify for current job opportunities and, in so doing, to help meet the economy's need for trained workers. But the present paradoxical manpower situation—characterized by emerging skill shortages when there

Many new jobs for production workers continue to open.

are still large numbers of disadvantaged workers or potential workers unable to meet job requirements—has dictated a sharpening of this dual focus.

Accordingly, MDTA programs will not be divided between training for labor-shortage occupations and training tailored to the needs of the disadvantaged. In fiscal year 1967, a fourth of the trainees will be disadvantaged young people, and another two-fifths, disadvantaged adults; the remaining 35 percent will be selected for their ability to learn skills in short supply. For the disadvantaged, the approach will be to explore the interests and aptitudes of each trainee and to provide basic education, training, and supporting services on an individualized basis—so as to give each individual maximum help in overcoming his handicaps and becoming a productive member of the work force.

Sharply increased on-the-job training will be another feature of the MDTA program this year and next. This type of training has proved both effective and economical, and it is a potent means of job development for disadvantaged workers. Half of all MDTA training will therefore be of this character in fiscal 1967, a much higher proportion than ever before.

Programs to Meet Skill Shortages

As the economy moves toward full employment, the skill shortages now emerging can be expected to intensify. The Department of Labor has accordingly taken steps to anticipate the problems which will be created and to meet them as fully as possible.

Through an interagency committee organized by the Department, continuing surveys will be made of developing manpower shortage situations. A series of conferences will be held also, under the auspices of this committee, with employers and employee representatives from industries facing labor shortages. The purpose of these conferences is to gather information on the extent of the shortages, the occupations and areas involved, and what industry is doing and Government agencies can and should do to in-

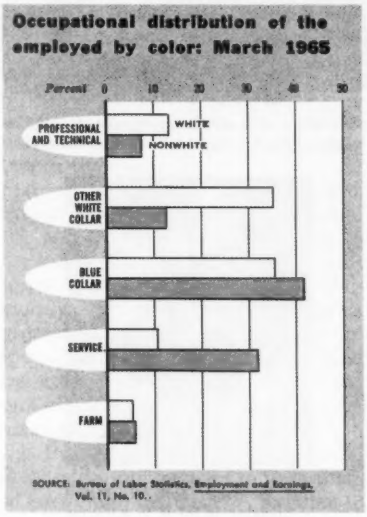
crease training, improve manpower utilization, and otherwise aid in meeting manpower requirements.

A variety of approaches can be taken to relieve potential shortages. One is better organization of the job market, to keep to a minimum the job openings that remain vacant while workers with the needed skills are unemployed elsewhere in the country or even in the same local area. The Federal-State Employment Service system—the one nationwide mechanism for matching workers and jobs—holds the key to a more effective job market. With the recommended strengthening of its structure and operations, the Employment Service can be a powerful means of meeting manpower demands.

At the same time, worker mobility must be encouraged and assisted. Mobility demonstration projects now being conducted under the Manpower Development and Training Act are exploring the manifold problems that restrict mobility—that may prevent unemployed workers from moving where their skills are needed—and the ways in which these problems can be overcome. Still in too early a stage to permit definitive conclusions, these projects should point the way to program action that will aid in achieveing a more flexible work force, better attuned to shifting job market requirements.

Another essential approach is to break down bias against hiring particular groups—older people, women, people of limited education, and members of minority groups—who may have needed skills. Still another approach, in which it is hoped the labor-shortage conferences may furnish leadership, is rationalizing and redesigning jobs so that some of the functions can be performed by less skilled workers. Finally, there is need for great expansion of training through both Government and private programs, with stress on the upgrading of workers in less skilled jobs. By this means, the demand for more skilled and specialized workers can be met quickly and entry jobs opened for jobless youth.

Basic education instruction will help these migrant farmworkers obtain better jobs.



Human Resources Development Program

The Human Resources Development Program—launched by the Department of Labor in late 1965, with the coopeartion of the Department of Health, Education, and Welfare and the Office of Economic Opportunity—is the converse and complement to labor-shortage programs. It starts with the workers who need jobs rather than the jobs that need workers.

Human Resources Development is to be a community-based program which will identfy and aid those individuals who have the most difficult problems of employability. The program will strive to reach jobless and

A roving manpower service to recruit isolated unemployed workers for training is a new technique that proved itself in an MDTA experimental project.

disadvantaged workers and potential workers in localities of heavy unemployment, to find out about their particular problems and abilities, and to develop training projects and other services which will help them qualify for, obtain, and hold jobs.

The first experimental project began in three Chicago slum areas late in 1965. Others are already being initiated. Short as this experience is, it has already emphasized how much more needs to be done if hard-to-employ individuals are to be brought into the mainstream of economic life.

A Selected Cities Task Force has also been set up by the Department of Labor to mobilize and coordinate training, counseling, placement, and other manpower services to disadvantaged youth and adults in major cities. Diversity of two kinds—in the needs of the individuals served and the multiplicity of agencies and programs involved in providing services—makes the need for coordination acute. Accordingly, members of the Labor Department Task Force have been assigned as "city coordinators" in 21 cities, and hopeful progress has been made in providing needed services in an efficient and coordinated manner.

Farm Manpower Problems

Agricultural manpower problems require two basic approaches addressed, on the one hand, to the far-reaching adjustments farm people have to make because of the long-term drop in farm manpower requirements and the trend toward larger

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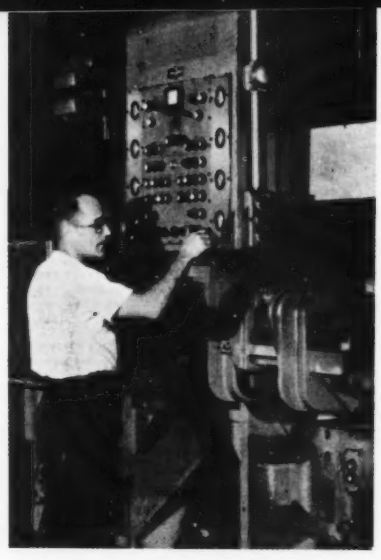
and fewer farms and, on the other, to the low wages, irregular work, and substandard working and living conditions which have been the lot of most hired farmworkers. A modicum of progress was made in both these directions during 1965.

But a much broader effort aimed at economic and job development in rural communities will be required to mitigate rural poverty and reduce underemployment among those who remain on small farms. The Public Works and Economic Development Act of 1965 will make possible a great expansion of community development activities, building on the beginnings made under the Area Redevelopment Act. And the Community Development Districts proposed by the President can be a most important segment of this effort—with potential for increasing the contribution of rural city areas to the national economy and raising rural workers' earnings and level of living.

For hired farmworkers, dramatic progress was made during 1965 in improving job opportunities, wages, and working conditions, as employment of foreign workers on U.S. farms was sharply curtailed. The reduction in admissions of foreign farmworkers to the country resulted from the termination of Public Law 78 at the end of 1964 and from strict regulations aimed at protecting the wage levels and employment opportunities of American farmworkers which were issued by the Secretary of Labor under the Immigration and Nationality Act. Following intensified recruitment of domestic farmhands, improvements in their wages and working conditions, and also increased mechanization of some farm tasks formerly handled to a large extent by foreign labor, foreign workers were eliminated from most areas and crops. The problems that accompanied this transition were less severe than the agricultural industry had anticipated.

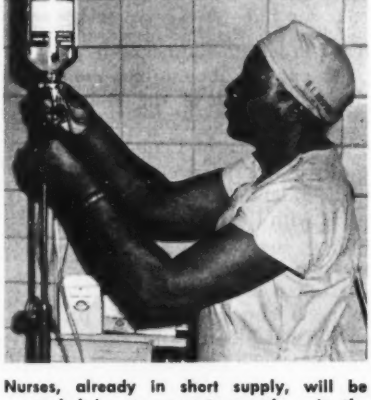
There is still great need, however, for labor standards and social insurance protection for hired farmworkers, comparable to the legislative protections covering most nonfarm workers.

New approaches to structuring and rationalizing the job market for hired farmworkers should also be explored,



Monitoring automated equipment is now a typical job function in American industry.

OJT trainees learn to install bridging in joists in a course for apprentice-entry carpenters.



Nurses, already in short supply, will be needed in even greater numbers in the future.

with the aim of providing them more regular work and building a skilled and dependable work force for American farmers.

Equal Employment Opportunity

As growing prosperity opens job opportunities and as discrimination diminishes, lack of education and training become increasingly apparent problems for Negro workers. Progress in these areas, as well as in the ending of discrimination, must be accelerated if the great differential which still exists between Negroes and whites in rates of unemployment, occupational levels, and earnings is to be significantly reduced. The strengthening of education made possible by recent legislation and the training and work-training programs provided under the Manpower Development and Training Act and the Economic Opportunity Act have major roles to play in what should be a great nationwide effort.

It is clear that much further progress will be required to make equality in employment a reality for all Negro workers. The national failure to make full use of their abilities is the more tragic and ironic because of the emerging labor scarcities. In our democracy, we can afford to aim at no lesser goal than to insure that every citizen has opportunity to develop his abilities fully and to use them fully in his own and the Nation's interest.

Manpower Research

With the recent upswing in economic activity and employment, new problems of manpower development, utilization, and allocation have emerged. And the special problems of the hard-to-employ have, if anything, come into sharper relief. Knowledge and insights far beyond those yet provided by manpower research are required for effective action to deal with these urgent and complex problems. There is need, therefore, for greater effort by both Government and private research organizations to develop more basic information, to sharpen tools of analysis, and to assure more effective application of research results in planning and implementing manpower policies and programs.

Overcoming Applicant Shortages in an Expanding Area

JOHN E. BRUNZO

Foresight and early job planning for an expanding economy, coupled with all-out efforts to enlist employer and community interest and cooperation, help a local ES continue high placement in a low-unemployment area.

The Little Rock office was reorganized in April 1961 to increase its operating effectiveness. The program included a plan to become better acquainted with top industrial management and to inform them of the various local office services available. This involved working closely with hiring officials to encourage them to make full use of our services, and to determine more specifically each employer's hiring requirements and future needs. Groundwork for employer acceptance was laid by convincing the chambers of commerce and Industrial Development Commission that the Employment Service office was part of the community and could be of great value in the expanding economy.

The endorsement of the chambers of commerce and the Industrial Development Commission enabled us to communicate with and secure information from employers that improved our service to them and our applicants. We have continually supplied the chambers of commerce, on both regular and specific requests, with pertinent information on local job market conditions.

Staff meetings were held to analyze and remedy any local office operational weaknesses and to make custom-tailored plans of service for each employer. Employer Relations Representatives were given a complete history of local office experience with each firm. Planning also included an occupational skill survey to determine future demand occupations for which training or recruitment might be needed currently. Due to unforeseen circumstances, completion of the skill survey was delayed until May 1965; the publication was furnished to the community late in the year.

As early as 1962, it became clear that a time was approaching when the number of applicants coming to the local office would not be sufficient to meet employer needs. It was obviously necessary to encourage a greater flow of applicants and to identify the jobs that could be filled by workers who had not been using our office. Frequent meetings were arranged during several months with the Public Welfare and Vocational Rehabilitation agencies to urge them to encourage their clients to come to the local office for placement. The counseling and selective placement sections were strengthened in order that older persons and handicapped individuals could be assisted in using their skills in jobs for which they were qualified.

At the same time, local office management met regularly with the Urban League and other minority groups, as well as with public school principals, and explained to them the potential need for workers. They were encouraged to send us individuals in the minority groups in need of placement assistance. They were also urged to advise youth in school to continue their education in order that they might eventually qualify for better jobs in the expanding economy. These efforts directed attention to the fact that a large number of older workers, handicapped persons, disadvantaged individuals, and members of the minority groups were qualified and could greatly assist in meeting the imminent scarcity of available labor.

Conferences were then arranged with top management officials to discuss the abilities of many types of workers who were currently available and had the potential skills to fill known area needs. They were urged to utilize the skills of any person qualified to perform the functions of individual jobs within their plants. The idea was advanced to employers that they might well hold meetings with their supervisory staff and workers, informing them of the impending shortage of workers in the area, and stating their intention to expand hiring to include groups and types of workers whom they had not formerly employed. They were encouraged to state that they had been assured by the public employment office that these individuals had the qualifications necessary for the jobs to which they would be assigned. Most of the present staff in many large establishments had been referred by us, and these individuals naturally felt friendly toward the employment office because they had benefited from our service.

Publicity campaigns consisting of personal letters and leaflets were directed to employers, stating that men and women with certain skills were available, and that the local office had ascertained that they were qualified to perform the tasks needed. Emphasis was placed on qualifications, and employers were urged to hire on this basis alone and to disregard age, color, or handicap. We also made it a point to stress qualifications in all our dealings with applicants, employers, and community leaders. This was done long before such activities were required by enactment of the Civil Rights Act of 1964. We believe that, had it not been for early planning, job knowledge, and our work through the chambers of commerce and civic leaders of other community groups, we would have been unable to secure the cooperation of employers to accept minority group applicants who were thoroughly qualified and needed only the

(*Continued on page 36*)

John E. Brunzo is Area Manager in the Greater Little Rock Metropolitan Office, Arkansas Employment Security Division.

Manpower Problems in the Logging Industry

Loading Douglas-fir at a logging operation for transport to the sawmill.

GUY W. LANG

The forces operating to create a shortage of workers in a specific occupation are diverse, exist in unique combinations, and yield to analysis only after persistent study. This is our opinion in Oregon after 2 years of work with the logging industry to increase the supply of entry workers in log "yarding" operations—occupation, chockerman.

In January 1963, State representatives of industry, education, and the Employment Service considered the problem of recruiting entry loggers. It was the decision of this meeting that a training program for this occupation be developed.

Guy W. Lang is Supervisor, Manpower Development and Utilization, Oregon State Employment Service.

Labor and management within the logging industry enthusiastically accepted the idea, and community support was readily forthcoming. Employment was available for every trainee who completed the course. Wages were good—$2.65 per hour at entry into employment after 12 weeks of training.

The project contemplated training of 250 persons as entry loggers. The 10 classes of 20 or 21 trainees were scheduled to start at 4-week intervals. In all, 282 were referred, and 214 actually enrolled in training.

Training-related jobs were available for the 91 who completed the 12 weeks of training. Training-related employment was accepted by 64. Of those who did not complete training 27 who dropped out during the last 4 weeks obtained training-related employment. Individually, these persons had achieved the training objective. Those who did not accept training-related work gave a variety of reasons. Some entered the Armed Forces; some obtained even more lucrative employment as a result of the skills learned, but not in the training occupation; some were not available for jobs.

This is not, however, an MDTA success story. It is a discussion of the problems which continually develop when strongly diverse forces are operating. It has become increasingly evident that a single-barreled approach, no matter how good, cannot solve a complex problem.

The first problem to require serious attention was an expected high rate of dropouts from training. We were familiar with this problem since the turnover rate of chockermen in the industry was 25 percent or more during the first 2 weeks of employment. Several reasons were given for this rate: The arduous nature of the outdoor work in all kinds of weather, poor physical condition of the worker, lack of a mature attitude toward work of any sort, and lack of safe working habits. The Employment Service has been able to reduce the turnover rate to 15 percent.

The Employment Service screened the prospective trainees carefully and gave special attention to the information and prereferral instructions given to the trainees. The training agency, Southwestern Oregon Community College, made appropriate revisions of its training techniques. The school also incorporated evening sessions devoted to speeding up the physical conditioning of the trainees.

A Good Place To Stay

Since recruitment is on a regional basis, over 90 percent of the trainees are away from home. The training agency rehabilitated a World War II Navy hotel to house all noncommuting students. A lounge with television, popcorn popper, and soft drink machine is available, and evening activities are provided under the

Photos courtesy Weyerhaeuser Co. and West Coast Lumbermen's Association.

Attaching a hauling cable.

Loading with spar tree and heel boom.

Modern timber falling in west coast forests is done principally with power-driven saws. This is a dramatic example of the rapid advance of labor-saving machinery in the building industry that ranges all the way from the tree to the application of finished lumber in the home.

guidance of a resident, supervisor-counselor.

The next problem was recruitment. This one we are still battling. It would seem that 26 local employment offices with 5,000–7,500 unemployed persons would have no problem in recruiting 20 trainees every 6 weeks. Unfortunately, problems are not solved because they superficially appear easy.

Through the assistance of the regional office, recruitment has been extended to northern California, and the States of Alaska, Idaho, and Washington. The Oregon agency has printed 10,000 copies of an informational leaflet which has been distributed to employment offices, some employer personnel offices, and Job Corps centers in Oregon. The Timber Operators Council has mailed it to 650 members in Oregon, Washington, and northern California.

Wide Radio Coverage

The Employment Service has also prepared 30-second spot announcement tapes to supply nearly every radio station in Oregon. Television has publicized the program. Local unions in the Douglas-fir belt have been sympathetic with the problem and are concerned with recruitment.

One possible hindrance to recruitment is the lack of glamour in logging employment. Another is the desire of parents for their sons to enter an occupation which they consider more desirable than logging—even though it may not pay as much.

The broadest industry group, the Pacific Logging Congress, has membership from Alaska and British Columbia to California. Its Vocational Education Committee includes representatives of the Oregon Departments of Employment and Education. The committee has recognized the broad problems connected with recruitment of entry workers and the upgrading of skills of present workers to meet constantly more technical tasks. At present, work is being done in line with recommendations of this committee after several study sessions and much subcommittee work.

The Pacific Logging Congress sponsored a 28-minute color, sound, 16-mm. film concerning logging operations and occupations. Copies are to be distributed widely with these objectives:

1. To improve the general public attitude.
2. To acquaint school and Employment Service counselors with logging operations and career job opportunities.
3. To acquaint students with career opportunities in logging.

Pamphlet Describes Jobs

The Oregon State Employment Service, in cooperation with the Pacific Logging Congress, is preparing a brochure on career opportunities in logging. This pamphlet will cover entry requirements for jobs at all levels, promotional channels, and other pertinent information which can be used to improve the knowledge of school and Employment Service counselors and to assist students in making a vocational choice.

The Oregon Departments of Education and Employment are concurrently studying, in their respective areas of responsibility, the need for and the feasibility of training to upgrade skills of current workers as well as to supply entry workers for some technical jobs. We are reviewing the experience of British Columbia in this field.

Solution of the problem will require intelligent joint action by the industry, including labor and management, the Employment Service, and education. We cannot rely on any one approach, such as training, no matter how effective it may be in other situations. We hope that our developing programs will help to solve the problems, but we will continue to explore any other promising avenue toward a solution.

In May . . .

ES SERVICES FOR YOUTH

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Serving the Resort and Recreation Industry

HAROLD C. DAWSON
and THOMAS A. ROACH

In the "Business Forecast and Review" section on January 2, 1966, the BOSTON SUNDAY GLOBE estimated that the recreation and resort business in New Hampshire would have a gross revenue of $220 million in 1965, up some $20 million from 1964. The State has approximately 200 licensed camps for youngsters and over 1,200 hotels, inns, motels, and restaurants catering to summer visitors.

An industry of this size provides many jobs, and the Employment Service has given considerable attention to filling them.

For over 10 years, the Employment Service has operated a summer office at Hampton Beach, providing placement service to hundreds of employees there. In 1962, a recruiting and placement program was established for employers in the lake and mountain region of New Hampshire. The Laconia office, located 5 miles south of Lake Winnepesaukee, is headquarters for the program and nerve center of its operations.

Harold C. Dawson, Manager, and Thomas A. Roach, Interviewer, are in the Laconia local office, New Hampshire Employment Security Office.

George M. Maytham and Thomas A. Roach of the Portsmouth and Laconia, N.H., local offices recruit undergraduates at the University of New Hampshire in January for work in the camps during the summer. Here the students check the summer job listings and fill out applications.

Recruiting qualified applicants for well over a thousand jobs each year is the major objective of the program. One of the most successful methods has been the use of personal visits by the local office staff to New Hampshire colleges and universities. College placement directors work out scheduled visiting dates with the ES representative and provide office space in areas of heavy student traffic. Probably the most effective element is the personal interview, where the student can get detailed information about the types of jobs available, living facilities, hours of work, and wages. Students home on vacation or spending their holidays in the Laconia area come to the office to discuss and apply for jobs for the coming summer season.

Wide Publicity

Descriptive information, brochures, and application cards are mailed to over a hundred colleges and to all State Employment Services in New England. Daily spot announcements are aired over a 100-mile area by two radio stations in Laconia. Frequent press releases are sent to several hundred newspapers and radio stations. In 1965, one nationwide release resulted in over 2,800 requests from individuals and from college placement officers for applications and information regarding summer jobs.

Equally important is the program for obtaining job openings. In the early part of the year, letters are sent to employers asking their needs for the coming season. Personal visits are made in the spring and early summer to confirm openings and get new ones.

Each year since 1962, there has been an ever increasing number of employers and job applicants utilizing the services of the program. During the 1965 season, from an application file totaling 4,400, some 3,700 young people were referred to 1,100 job openings and placed at 72 camps and over 500 other businesses. The program is indeed satisfying a very real need.

es newsletter

PRESIDENT'S MANPOWER REPORT

On March 8, President Lyndon B. Johnson submitted his annual Manpower Report to the Congress, pointing up the accomplishments in 1965 in reducing unemployment and continuing economic growth, and the problems that still lie ahead. "Our goal," he said, "is to place every worker in a job where he utilizes his full productive potential, for his own and for society's benefit." He outlined a new program to make full use of human resources. The President named training under the Manpower Development and Training Act and the service provided by the Federal-State Employment Service as two of the major tools in an effective manpower policy. He called for a "revitalized job placement service," and said that the Employment Service "must assume even greater responsibility not only in placing people, but in providing proper job and training information, guidance, and counseling to all who need it."

"At my request," the President said, "the Secretary of Labor yesterday submitted to the Congress legislation to improve the administration of the Federal-State Employment Service. This legislation emerged from the unanimous recommendations of a task force of distinguished businessmen, labor leaders, educators, and other manpower specialists."

PROPOSED ES LEGISLATION

The proposed legislation--the Employment Service Act of 1966--was transmitted by the Secretary of Labor on March 7 to the Congress. Previous bills to amend the Wagner-Peyser Act, H.R. 13037 introduced by Elmer J. Holland (Pa.), and S. 2974 by Joseph S. Clark (Pa.), and Robert Kennedy (N.Y.), were presented to the Congress on February 24. The Secretary also on March 7 testified before a joint hearing of the Senate Subcommittee on Employment and Manpower and the House Select Subcommittee on Labor regarding the proposed legislation. The new measure provides for a general upgrading of the public Employment Service system to broaden and strengthen its operations to meet current manpower problems and needs, and stems primarily from recommendations made by the Employment Service Task Force. (See February 1966 EMPLOYMENT SERVICE REVIEW for complete Task Force Report.)

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COLD WAR GI BILL

The Veterans' Readjustment Assistance Act of 1966--the "Cold War GI Bill"--was signed into law by President Johnson on March 3. The new law confers veteran status along with educational, employment, and other benefits on present and future ex-servicemen and women on active duty for at least 6 months in the Armed Forces since January 31, 1955, and discharged under conditions other than dishonorable. They, along with all other veterans, will receive priority in local ES offices in selection and referral to job openings and to training under the Manpower Development and Training Act.

A backlog of 3.8 million veterans are covered by the new law, and the Department of Defense estimates an additional half million or more will be discharged from the Armed Forces this year. BES Administrator Robert C. Goodwin points out that the increased volume of veteran applicants may require assignment of full-time Veterans Employment Representatives to more local offices, and also to each Youth Opportunity Center since many new veterans are under age 22.

PLANS FOR PROGRESS

A series of seminars is being held under the Plans for Progress program in selected major cities to stimulate additional training programs by private companies, and to acquaint more employers with the variety of Federal training programs and how they can help alleviate worker shortages. The Department of Labor, the Office of Economic Opportunity, and the Department of Health, Education, and Welfare are helping to conduct the seminars.

The first of these was held in Chicago on March 31, and a second in Milwaukee on April 5. Other seminars are planned for Baltimore, Boston, Buffalo, Cincinnati, Cleveland, Detroit, Gary, Houston, Los Angeles, Memphis, Miami, Newark, New Orleans, Philadelphia, Pittsburgh, Rochester, St. Louis, San Diego, San Francisco-Oakland, and Toledo. Several other cities may be added.

Currently, the Plans for Progress program enlists 317 major corporations employing some 9 million persons, and is providing leadership in expanding job opportunities for minorities.

The principal objectives of the seminars are: To improve communications between government and industry on manpower programs to aid the disadvantaged and unemployed, to work out cooperative arrangements for employers who wish to take a more extensive part in training activities, either private or federally assisted; and to furnish job opportunities for persons who have been given rehabilitation and skill development through various anti-poverty and training programs, such as the Neighborhood Youth Corps, Job Corps, Work Experience, and those under the Manpower Development and Training Act.

Interarea Recruitment for Aerospace

VEVA V. BABB and JOHN C. KANE

The Boeing Company's mid-December 1965 announcement of increased jet transport production and facilities expansion—involving the hiring of more than 15,000 additional workers during 1966—ushered in a year which promises the heaviest aerospace involvement in the history of Washington State's Interarea Recruitment Section. The additional manpower required will increase the company's annual payroll in the Seattle area by about $125 million according to the company president.

Reminiscent of the days of World War II, plans for acquiring professional and production workers for aerospace will assume the proportions of an immense "pipeline" operation, extending into every area of the United States. The company plans to add employees at the rate of about 1,500 a month and has begun accelerated hiring to meet its requirements.

Veva V. Babb is Clearance Officer and John C. Kane is Community Employment Planning Supervisor, Washington State Employment Service.

Shortage of Skilled Technicians

The company will need some 4,000 professional-technical people, in addition to machinists, tool fabricators, tool-and-die makers, assembly mechanics, inspectors, tool designers, tool and production planners, and other skills.

This number of skilled, trained workers is not available in the State. Special Manpower Development and Training Act training will be provided through facilities which Boeing will establish. A heavy recruiting schedule is already underway.

Since aerospace manpower requirements have dominated interarea recruitment activities in Washington for some time, the Boeing announcement did not catch the Employment Service unprepared.

The practical working knowledge of aerospace requirements, hiring criteria, training programs, and changing manpower patterns gained over recent years will prove invaluable as we "retool" for the accelerated recruitment effort. Shortage occupations in the aerospace industry will undoubtedly continue to grow as current manpower projections are translated into critical manpower requirements.

For the past several months, major hard-to-fill openings in interarea recruitment have been largely for aerospace, including engineers, computer analysts, production illustrators, tool designers, research technicians, stress analysts, weight analysts, research laboratory analysts, cost estimators, programers, engineering aides, machinists, sheet metal workers, plastic form builders, pattern casters, template makers, tool fabricators, electronics mechanics, machine operators, and final assemblers. Occupational shortages have intensified for machinists, machine tool operators, and engineers—categories in great demand for many industries.

OJT and MDTA Training Increased

Intensified interarea recruitment efforts have been accompanied by a substantial increase in on-the-job training (OJT) programs within aerospace. Institutional training under the Manpower Development and Training Act (MDTA) has supplemented OJT training with classes for airplane inspectors, production storekeepers, mockup assemblers, produc-

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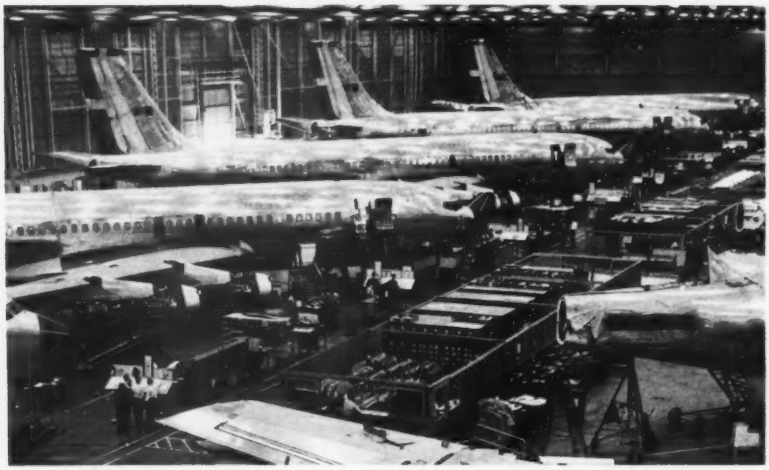


Boeing Airplane Co. photo

Jet airliners have come off this Boeing final assembly line at the rate of one every 2½ working days.

tion electricians, tool fabricators, mechanical draftsmen, subassemblers, and final assemblers. To date, these MDTA institutional programs have graduated 4,582 trainees from aerospace-related courses.

As a result of the tightening job market, where professional, skilled, and semiskilled people are at an all-time premium, the aerospace industry has relaxed its experience and educational requirements for entry workers and trainees alike. The high school diploma has been eliminated as an educational requirement for aerospace manufacturing helper. A general relaxation of experience requirements for nonapprenticeable skilled and semiskilled occupations is apparent in all industries—but principally in aerospace.

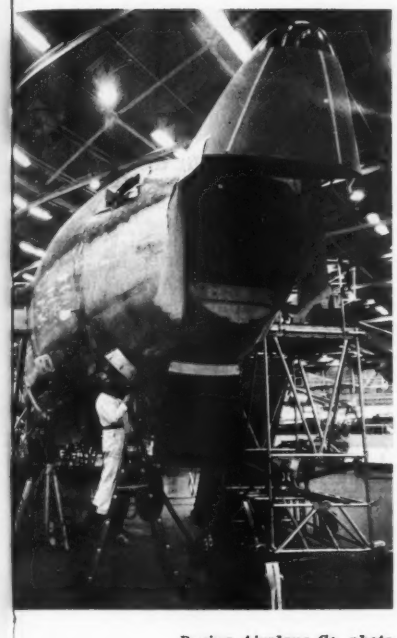
Interarea recruitment figures since 1964 reflect the rapid developments in the aerospace industry. From 562 interarea openings for areospace in December 1964, the total rose to 3,393 in December 1965. Similarly, during calendar year 1964, 27 positive recruitment man-days were arranged for the Boeing Company. The number jumped to a total of 445 days during 1965, with two recruiters involved in most of the positive recruitment efforts.

Initially, trainee selection and referral were confined to the Seattle metropolitan area, where there were sufficient numbers of unemployed individuals with suitable qualifications for training in the various occupations needed. However, by the spring of 1965, needs for skilled manpower began to snowball. Compounding the situation was a general advance of the entire economy of the Seattle metropolitan area and a corresponding rise in job opportunities. Filling MDTA class sections with qualified trainees became a definite problem.

To insure adequate recruitment for class sections, a number of steps were taken. Despite intensive efforts by the local offices in the Seattle metropolitan area, this area could not supply an adequate number of trainees. Openings for trainees were then placed in statewide interarea recruitment.

As the magnitude of the training effort mounted, a coordinator for aircraft training projects was appointed to coordinate local office recruitment efforts and to maintain liaison with the various training facilities and others. In addition to relieving the pressure on selection and referral officers in order-holding offices, the coordinator has been

John A. Anderson, supervisor, and Charles A. Vedder, manager, Pasco local ES office, stand before a mobile farm trailer which was used in the off season for recruiting for aerospace in the rural areas of Benton and Franklin Counties in Washington.



Boeing Airplane Co. photo

The Boeing Co. will need some 4,000 professional-technical people in 1966.

able to function most effectively in a troubleshooting role, moving promptly to clear unforeseen bottlenecks. After careful analysis of the available labor in each local office area, firm minimum recruitment quotas were assigned to all local offices. This clarification of responsibility proved most effective in harnessing the referral power of each local office, with the various selection and referral officers being able to project their planning on an assured basis.

As further aid in trainee recruitment in aircraft occupations, various visual aides were developed. Several sets of colored slides depicting a sequence of actual job duties and employment environment for different occupations, including a synchronized sound track, were produced by Boeing and loaned to the Department for use by local offices to stimulate applicant interest. One selection and referral officer developed a letter detailing existing opportunities for training and remunerative employment after successful completion of training. This letter, inviting application, was addressed to a number of apparently qualified individuals in the active file and resulted in a substantial percentage of good referrals. This idea was made available to each local office in the State.

Newspaper and television publicity will continue to be used for recruitment. In addition to unannounced spot appearances in newscasts, personnel from the Employment Service and from the State Board for Vocational Education have appeared in a number of regularly scheduled television programs, explaining and promoting the training effort. Some of these programs have been panel discussions; others were illustrated with film or slides. One local office constructed a sign promoting the training opportunities for aerospace jobs and attached it to the mobile unit serving the agricultural needs of the area, thus assuring widespread public exposure.

As the needs for qualified workers increased and the shortage became more accute, employers' hiring requirements for some aircraft entry jobs were adjusted through Employment Service efforts, and the formal education requirement was lowered to the eighth grade. This breakthrough permitted the enrollment of a number of graduates of the MDTA basic education and work-orientation course conducted in the Seattle area. It also enabled the selection and referral officers throughout the State to work with a much greater proportion of the unemployed in their areas and opened the door of opportunity to employment through training to many more workers.

Hiring Specifications Lowered

An interesting sidelight of the all-out recruitment effort was the arrangement made by the Employment Service for a number of enrollees from one of the Job Corps centers in Washington to apply in a body for aerospace employment. Of the 15 who applied, 9 have been hired and the other 6 are awaiting assignment. All Washington Job Corps centers have been contacted and a continuous recruitment program is planned.

Throughout 1965, in order to meet pressing manpower needs, Boeing conducted a nationwide positive recruitment campaign through the facilities of the Federal-State Employment Service. State Employment Service offices involved in this cooperative effort covered the length and breadth of the country.

Installation of a telex communication unit in the Seattle office provided direct, almost instantaneous, connection with 15 other main stations throughout the United States and has been of inestimable value in recruiting. In the past, this activity was aimed at professional job openings and did not furnish the immediate interchange of information regarding the availability of the types of skilled workmen so desperately needed by the aerospace industry. However, recent changes in the use of this system whereby it can now be used for skilled and semiskilled job openings will do much to enhance the nationwide recruitment of shortage category personnel.

Unemployed Are Not Skilled

The difficulty encountered by this Department in attempting to help The Boeing Company meet its manpower shortages is attributable to the developing tightness of the job market. As of January 15, 1966, Washington's statewide average rate of unemployment was 4.7 percent. However, the skills of the unemployed work force, regardless of locality, are well below those required by the aerospace industry.

The lack of sufficient numbers of trained and qualified workers will, at least in the foreseeable future, continue to plague the aerospace industry. In addition to stepped-up interarea recruitment activities, all facets of the vast recruitment program—involving the hiring, training, and retention of sorely needed workers—will continue to need more and more attention from industry, educational institutions, and government to provide effective manpower support to an essential industry.

Placement of Unskilled Workers

GRACE G. COOK

This article describes how a State ES, through making extensive use of the interarea recruitment process, has had unique success in finding jobs for unskilled workers and MDTA trainees.

During 1965, the Kentucky State Employment Service had exceptional success in the placement of unskilled workers. At the beginning of the year, a survey showed a large number of applicants with high school education but no technical training or work experience, and many who rated below the eighth grade level. There were also MDTA trainees who were preparing for jobs in industry. Even though Kentucky was looking forward to the location of 36 new employers in the State and the expansion of 48 of its established industries, ES personnel were aware that the agency could not place half of the available labor in their home area.

Faced with this problem and realizing that many of these unskilled individuals were from the Appalachian region where there is practically no industry, and where new industry is slow in locating, the Employment Service decided to reemphasize the Interarea Recruitment Program and use it as an active source of placement.

In compliance with this procedure, we established a *center-feeder system* which placed the burden of placement on the two offices which serve the most highly industrialized areas in the State. Acting as "centers," Louisville serves the western part and Lexington the eastern part of the State. By direct telephone lines, these centers are in constant contact with their *feeder offices* regarding labor supply and recruitment for their major employers. By direct telephone lines, the feeder offices can also contact their *center* and request recruitment or push placement. Although a local office is unable to deal with other offices by phone, they are established as offices of *direct clearance* and work with each other as well as with the centers. Activity between Kentucky offices, therefore, improved greatly during 1965. The Bowling Green, Ky., office is using other Kentucky offices as well as offices of direct clearance in Tennessee to fill an order for a Bowling Green employer.

Because of the increased emphasis, the State office repeatedly telephoned local offices in all surrounding States about the number of unskilled workers available in Kentucky. Eventually, through the efforts of the adjacent States, positive recruitment schedules were arranged for the Youngstown Sheet and Tube Co. The successful recruitment initiated a demand from other employers and from other States.

Our most productive recruitment for an out-of-State employer occurred in the Ashland, Ky., area. Ashland is the largest city in the Kentucky Appalachian area and has more industry nearby than any other office serving this region. It also works as an office of direct clearance with the Ironton, Ohio, office. Even with this placement possibility, the area showed a surplus of unskilled labor. Through the Michigan agency, Pontiac Motors arranged a positive recruitment schedule for this area. All offices within commuting distance were advised of the recruitment, and applicants from the entire Appalachian area appeared for interview. Since the company had arranged to have the physical examination given at the point of interview, the acceptance rate was higher than that in most recruitment programs. The employer talked with 975 prescreened applicants; 568 were accepted for employment and 450 reported for work. The employer lost money on the 118 applicants who did not report since each had been given a physical examination. (It is necessary to think of such a situation from the point of view of both the employer and the applicant. The employer would form the opinion that the applicant knew whether he would report for work before he submitted to the physical examination. The applicant would take the physical hoping that he could raise the money necessary for travel and living expenses before time of departure.)

Another interesting and productive recruitment occurred in the Owensboro, Ky., area. The Youngstown Sheet and Tube Co. recruited in this area intermittently over a 4-month period for jobs in Hammond, Ind., only 300 miles away. Since transportation was no problem and the men could return to their families over the weekends, 100 out of 125 accepted for the jobs reported to work. Applicants will not remain on the job when they cannot find suitable housing for their families in a reasonable length of time.

Highly Selective

Kentucky young people are anxious to leave their depressed home areas and become gainfully employed. However, they will refuse instantly any job they consider substandard, either in wages or working conditions. Kentucky MDTA trainees have become highly selective. When training started, the Kentucky agency informed all major employers in the State and all State agencies when classes were completed and the amount of training which had been given. This resulted in several positive recruitment programs during 1965 in which draftsmen, welders,

Grace G. Cook is Supervisor, Interarea Recruitment, Kentucky State Employment Service.

and machine shop trainees were quickly employed. The Kentucky agency has standing agreements with several companies that it will notify them about a month in advance of the class completion so they may interview the class as a whole. The companies hiring the welders have been able to give the welding test at the vocational schools, and work samples for the draftsmen were often forwarded ahead of actual recruitment. As various employers came to interview and the trainees learned that their particular skill was in demand, they often refused job offers with the hope that they could get more money in another area. Many of the boys left the area to look for jobs on their own.

Positive Recruitment

Despite the additional workload, most of the local ES offices in Kentucky have taken an active part in positive recruitment. During 1965, the Kentucky agency recruited unskilled workers for 30 companies. The pay scale ranged from $1.25 to $2.91 per hour, plus shift differential. Job openings were for maids, porters, bus boys, waitresses, subassemblers, welder trainees, draftsman trainees, foundry workers, laborers in steel mills and greenhouses, and production workers for manufacturing concerns. The educational level has ranged from high school to "none specified." During the first 11 months of 1965, we made 10,000 referrals resulting in 4,530 acceptances and 2,691 applicants holding office placements. [Applicant holding office placements is a term used only by the Kentucky agency. It was set up as a reportable item for State use only during our pilot program of 1965 and shows the number of persons who reported for work out of the number of acceptances.] Some 98 percent of the final figure represents unskilled workers with no MDTA training and 75 percent represents those with less than a high school education.

We consider all these extra efforts worthwhile when employers report that Kentucky workers are among the best recruited from any State.

Labor Area Information Fills Many Needs

RHEA CHELLO

Job market research has assumed an ever-growing role in recent years. Research studies based upon statistical data are being specifically applied to solve problems and to implement far-reaching, large-scale activities by both government and private industry in ways that affect the economies of entire areas.

This article examines some of the ways in which facts about the labor force and job market are used by important groups other than individual jobseekers and administrative personnel within the New Jersey Division of Employment Security. The most far-reaching decisions resulting from the use of labor area research are made by employers, community planners, city, State, and Federal Government agencies, researchers, and educators. For these groups, the answers to many questions may be found in labor area statistics on employment and unemployment levels and trends, industry trends, occupational shortage or surplus, turnover, wage rates, hiring practices, hours of work, commuting patterns, community facilities, and many other related items.

Who Uses Data

In New Jersey, as in other States, labor area information is being provided to public officials, government agencies, factory-locating services, urban renewal and planning agencies, industrial realtors, teachers, guidance counselors, research organizations, educational institutions, graduate students, advertising agencies, chambers of commerce, public utility corporations, banks, loan companies, insurance companies, transportation companies, newspapers, employers, unions, and other associations.

Rhea Chello is Editor, Labor Market Reports, Bureau of Research and Statistics, New Jersey Division of Employment Security.

How Data Are Applied

To determine how specific items of data were analyzed to answer particular questions, what conclusions were reached, and what important actions materialized, a survey was made of requests for information received by the New Jersey Bureau of Research and Statistics during 1965.

The study revealed that among the most frequent users of labor area data are urban renewal and community planning consultants hired by municipalities throughout the States. For example, one consultant for a large town was asked to prepare a master plan to determine the feasibility of constructing a shopping center, allocating land for urban renewal projects, allocating zones, and deciding what type of industry to permit. For this purpose the consultant used data on the number of employing units covered by unemployment insurance, the number of jobs in these units, and their quarterly payroll totals in retail, wholesale, and service trade, manufacturing, and all other major industry groups for different years to show trends within the municipality.

Another consultant was asked by a bank to prepare a preliminary economic feasibility study of a small community, for the purpose of establishing a branch bank. He also used wage information and the number of jobs covered by unemployment insurance to determine where the township was heading to justify the need for the bank. The number of people working and the amount of their wages provided data for estimating potential depositors and deposits in the proposed bank.

A large city recently requested a copy of our OCCUPATIONAL TRAINING NEEDS SURVEY for the area. This survey contains projections of supply and demand for shortage and surplus occupations within the labor area. The city used the survey to obtain data for a report needed to assist in the retention of its designation as a "redevelopment area." This designation will enable the city to receive priority consideration for many of the Federal programs designed to curb an unemployment situation which economic planners there have called "probably more serious than that of any other major city in the United States." In describing just a few of the applications of the research information, city planners wrote, "On the basis of the OCCUPATIONAL NEEDS SURVEY, planners felt that it was logical to anticipate . . . an increase in professional and clerical positions in the city." This information, together with data from various other sources, enabled a large life insurance company to reach a decision to construct a $5 million office building.

Another user of labor area information was the Port of New York Authority, which had requested data on the number of UI covered jobs in all industrial classifications from 1952 to 1963 for a particular city. In their study of the city's industry and its growth potential, they found these data "by far the best source of employment statistics we have seen . . . (to) give us a firm basis for analysis and projection."

Early in 1965, one north Jersey city appointed a committee to survey employment, labor, and industry in an effort to reduce industrial emigration and to attract new industry. The committee compared data for 1953 and 1963 to determine the change in the number of employers, the types of industry that had left, and the number of unemployed. The downward trend between 1953 and 1963 was obvious, but the questions were: To what extent, which industries, what kinds of jobs, how many people became unemployed as a result? By finding the answers to these questions, the committee believed it would be possible to decide which types of industries, if attracted to the area, would reemploy the greatest number of workers.

Among the most frequent users of job market information are employers who must reach a decision about locating new plants or expanding existing facilities. One power and light company used our study of COMMUTING PATTERNS IN NEW JERSEY to determine where there was a need for housing. For example, large numbers of people commuting to work from another county may be evidence of a need for housing and related facilities nearer to employment centers.

Out-of-State Employer

An out-of-State employer, who was planning to establish a new plant in New Jersey for the manufacture, warehousing, sales, and service of his products, wanted data on the availability of labor. Labor turnover rates in related manufacturing industries were found helpful, while data on the number of covered jobs were used to determine buying power in the area.

Another large corporation was in the process of analyzing the sales potential for its machinery in New Jersey, particularly in certain areas with substantial concentrations of industrial activity. For this purpose, the company's marketing division studied our annual publication, COVERED EMPLOYMENT TRENDS, containing data on the number of employers in the large cities, counties, and labor areas, as well as in the State. They also studied labor area newsletters showing employment, unemployment, hours and earnings of production workers, and turnover, by industry.

A major oil company regularly examines employment and unemployment trends, relating them to the rise and fall of sales, so as to determine where to locate additional service and distribution centers. For a similar reason, a large insurance company requested information on industrial growth trends throughout the State, in order to project the growth of population, construction, commerce, and industry in all counties so that it could be guided in establishing additional business facilities.

Researchers also frequently request area labor information. One out-of-State researcher is using data on the type of industry in New Jersey, monthly employment by industry groups, and monthly unemployment trends, in order to study local business cycles. His purpose is to analyze the causes of urban fluctuations and growth in order to assist city and county officials in budgeting for growth.

Educators are an important group who use labor area information. The head of the Business Department in a New Jersey regional high school recently developed a followup survey of its graduates to find out from employers about the adequacy of the high school training for the jobs held, as well as future needs in office employment, "so that curriculum in vocational business can meet the realistic needs of the modern office." For this purpose, she used the area OCCUPATIONAL TRAINING NEEDS SURVEY as one of the starting points to help determine which occupations were in greatest demand. In addition, she used the SUMMARY OF THE INTENTIONS OF NEW JERSEY HIGH SCHOOL GRADUATES FROM 1961–1965.

The New Jersey Department of Education and Trenton State College are currently engaged in a research project centered about the development of a model vocational education program. The OCCUPATIONAL TRAINING NEEDS SURVEY for the Jersey City labor area, as well as other research studies, is being used by project staff.

Other uses of data are briefly listed:

- Chambers of commerce use data on supply of workers by occupation in occupational training needs surveys in their efforts to attract new industry.
- Housing market analysts in the Federal Housing Administration study covered employment series over a 10-year period in various areas to determine where new housing should be located.

(*Continued on page 50*)

Fewer Applicants—More Placements

LLOYD R. REPLOGLE

Advance planning, training, and dedicated hard work by staff members have enabled a State's local ES offices to achieve a significant boost in placements and establish better working relationships with employers.

Despite a low level of unemployment and a shortage of applicants, local offices in Indiana placed considerably more individuals in jobs this year than last. During the first 10 months of the year, offices made 108,692 nonfarm placements, a record exceeded only during World War II years. The 10-month total topped the total for every full year but one since 1953. The single exception was 1964.

Placements in 1965 were not easy to make. Many were for single job openings which required a large amount of staff time. Despite a limited applicant supply, employers had to be convinced that they were obtaining the best workers for their jobs, and applicants had to be satisfied that they were being referred to positions which would utilize their skills and talents. Indiana's placement increase resulted from advance planning, training, and, of course, the difficult and sometimes seemingly unrewarding day-by-day work of dedicated staff members.

Early in 1964, the Indiana job market entered a period of rising employment and lower unemployment. Each month local offices reported a dwindling number of job applicants, more job openings, and fewer unemployment insurance claimants.

Lloyd R. Replogle is Area Supervisor, Indiana Employment Security Division.

The number of unemployed workers amounted to 3.6 percent of the State's work force in January 1965, and continued down to a 12-year low in October, when only 2 percent were out of work. New applications were 5.5 percent fewer than during the corresponding period in 1964. Job openings, however, were received in ever-increasing numbers, and placements increased 11.3 percent over 1964.

Under the direction of Indiana Employment Security Division Director, Lewis F. Nicolini, staff members in the administrative office started several years ago to prepare for the future. A series of meetings was conducted for managers and other supervisory personnel to enable them to share the views of the administrative staff. In-service and out-service management training was provided. Managers were challenged to grow with their changing jobs, reflecting the continuing evolution of the Employment Service from a labor exchange to a manpower center striving for full utilization of the local work force.

The managers were encouraged to recognize that the solution of community manpower problems would require custom-made judgment and that they must exercise the necessary leadership in their area. The success of their leadership would depend upon their capacity to cope with the problems, on their ability to organize the efforts of other people and agencies toward solutions, and on the time they were willing to devote and the sacrifices they were ready to make.

Faced with this challenge (accompanied by assurances that administrative assistance would be provided whenever needed), managers and other supervisory personnel began to investigate methods of improving services. Since manpower training was early recognized as one means to prevent future shortages of qualified workers, Indiana was one of the first States to engage in extensive training under ARA and MDTA. Such projects have provided thousands of trained workers for employers throughout the State.

Training of local office personnel in the use of new techniques and procedures and a review of existing methods of operation were intensified. The Division's Information and Education Section was called upon to develop new and stimulating promotional material to be used both locally and statewide.

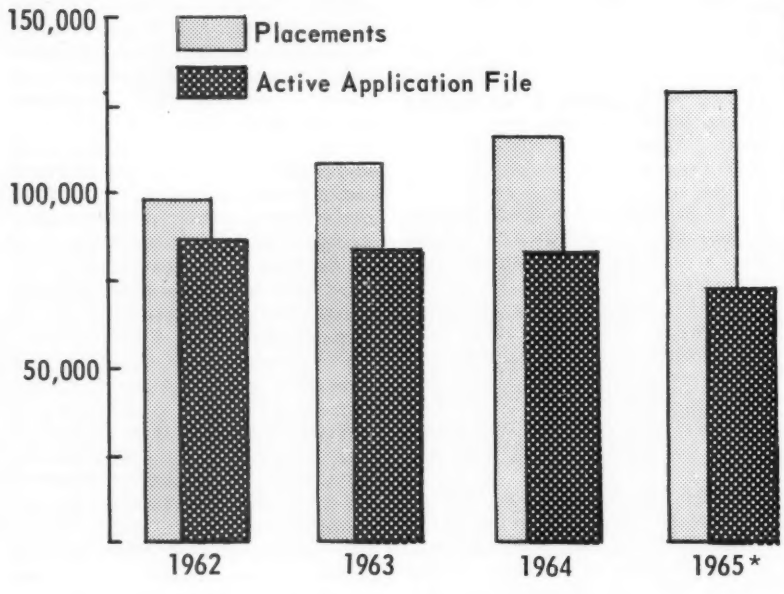
Full cooperation, assistance, information, and guidance from the administrative office were absolutely necessary for local offices to accomplish their workloads. The bulk of the planning and the execution of the plans, however, became the responsibility of the local staffs. Managers are convinced that devising procedures and action before the actual onset of an applicant shortage era was a crucial factor in meeting this problem.

Active in Community

Community participation is probably one of the most important activities in which Indiana local offices engage. Employment Service personnel outlined job market conditions and prospects to local officials and groups and obtained from them suggestions for methods of solving some of the problems. Discussions with MDTA Advisory Committees and Community Action Committees are particularly worthwhile, since practically all segments of the community are represented. Other civic groups can also be most helpful.

During the past 3 years, nearly all employers in the State have been contacted by local office personnel to determine their future manpower requirements. Surveys have been made to appraise their training needs. Contact with employers allows the Employment Service representative

INDIANA STATE EMPLOYMENT SERVICE YEARLY TOTAL NUMBER OF PLACEMENTS AND AVERAGE MONTHLY ACTIVE APPLICATION FILE



*Includes an estimate for December 1965

to discuss the types of applicant available currently as well as future prospects. The employer can then study his own jobs and take steps to adjust hiring specifications to be competitive with other employers. For example, ES personnel may suggest the use of women on certain jobs. After an employer has time to think about the idea and study his jobs more thoroughly, he often agrees. The results have been encouraging; the number of females hired in 1965 increased 9 percent over 1964.

Dissemination of job market information to employers and the public has played an important part in keeping the community informed about employment trends. Through the press, radio, and television, such information has aided in recruiting applicants and made employers aware of labor shortages.

Often, new employers who are interested in locating in a particular area are routed to the local office by the chamber of commerce or some other source. They are given realistic job market information, and if they decide to start operations in the area, the local office keeps in touch with them and usually is asked to recruit their workers. This advance contact is helpful in filling their job openings, since the employers are already aware of the local labor situation and enter their orders with realistic specifications.

An ever-increasing number of employers are turning to the local employment offices, as other sources fail to provide any appreciable number of applicants. Many of these employers do not have their specifications in line with other industries, and conferences are necessary to "sell" the idea of adjusting hiring specifications. Since more and more employers are using the Indiana State Employment Service, in some parts of the State more applicants are reporting to the local office. A number of employers now tell applicants at their gates to report first to the Indiana State Employment Service office, thereby giving the offices a larger supply of applicants.

Local offices have not hesitated to use interarea recruitment to obtain applicants for hard-to-fill jobs. Positive recruitment has also been used many times. Both have been successful, especially in recruiting applicants from nearby areas.

Testing has been used extensively in Indiana to help employers find qualified applicants and also to convince employers that some nonperformance specifications are not realistic. Employers are lowering educational requirements, changing age limits, and lifting sex restrictions. More and more frequently, "learnability" is accepted as a substitute for experience.

When a new applicant reports to a local office today, he is likely to get intensive service. Before he leaves the office, he may have received an "in-depth" interview, been tested and counseled, and interviewed for a specific job opening. The local office staff constantly reviews applications already in the file for the purpose of finding some skill that might be utilized.

In addition to these specific methods of operation, offices in Indiana employ a vast number of other aids to recruit applicants and encourage employer orders. They use such media as direct mail promotion, posters and signs, promotional telephone calls, personal visits, advertising, news stories, radio, and television. Local offices stress good work habits on the part of the staff and, most important, insist always on courtesy to the public.

The accomplishments of the Indiana local offices with their capable personnel under the guidance of efficient, well-trained managers and supervisors could not have been achieved without the assistance and cooperation of the various communities, and the State, Regional, and National Offices. Success requires the efforts of all. The pride of each member of the Indiana State Employment Service staff in his organization and its accomplishments forecast continued success.

YOC

More and more young persons who want and need help with their job problems are taking advantage of the services offered to them by the national network of Youth Opportunity Centers. There are now a total of 140 Youth Opportunity Centers in 112 metropolitan areas. The program calls for 200 centers in 140 metropolitan areas. Of the 138 centers previously announced by the Secretary of Labor for 110 metropolitan areas, 122 are now operating in 91 cities.

The first reports of youth using the centers were received in February 1965. By November 1965, the YOC's had a cumulative total of 365,100 new applicants. Of these, some 110,700 were given initial counseling interviews, and 86,600 were placed in jobs.

During November alone, the most recent month for which data are available, 56,300 new applications were filed—nearly 15,000 more than in October. Initial counseling was given to 22,400, and 13,900 placements were made, mainly in nonfarm jobs. Of the 56,300 new applicants, 63 percent were unemployed and 61 percent had not finished high school.

In November also, the YOC's referred 6,000 youth to the Neighborhood Youth Corps, 1,900 to training under the Manpower Development and Training Act, and 700 to the Job Corps.

Volunteers

The use of volunteers by the YOC's is growing steadily. These public-spirited citizens are proving willing and able to take over many of the routine tasks to help ES staffs provide more effective services to youth. Reports of the successful use of carefully selected volunteers come from widely scattered areas of the Nation.

A sampling of activities and locales includes: *St. Petersburg, Fla.*, where the youth office has trained members of the National Council of Jewish Women to assist young applicants in filling out registration forms; the *Wichita, Kans.*, YOC uses three volunteers who prepare materials for group counseling sessions and score tests given to youth; the *Newark, N.J.*, office has a VISTA (Volunteers in Service to America) worker, interviewing young people, who works 3 days a week; volunteers have been working for the *Pittsburgh, Pa.*, YOC as intake interviewers at neighborhood centers, recruiting candidates for both the Neighborhood Youth Corps and the Job Corps; the *Columbia, S.C.*, YOC uses volunteers in test scoring, interviewing, and public relations work; in *San Antonio, Tex.*, five women volunteers work on the NYC inschool projects, interviewing enrollees and preparing the necessary forms; volunteers in the *Huntington, W. Va.*, YOC are used in outreach activities and in distributing materials to recruit applicants; and in *Phoenix, Ariz.*, the YOC has identified and described a number of jobs in which volunteers could be used to good advantage and has outlined plans for orientation and training of those selected.

Outreach

The ES is reaching out into correctional institutions to try to give concrete help and hope to youth before they are paroled or released. In Portland, Maine, for example, arrangements have been made with the Boy's Training Center and with a men's reformatory to bring youth due to be paroled or released to the YOC to explore possibilities for jobs or training. Some of the boys have been released temporarily to be screened for the Job Corps; others have been paroled or released for Neighborhood Youth Corps programs or for training under the Manpower Development and Training Act. Close followup is maintained on these youth in cooperation with "After Care" workers from the institutions.

YOC counselors are stationed at the Maryland Correctional Institution for Men for prerelease counseling of inmates. The institution is about 50 miles from Baltimore. About 40 youngsters are released each week, most of whom come from the Baltimore area. The Baltimore YOC has an agreement with the institution to provide counselors on a regular basis. Similar arrangements had been made earlier with the Baltimore City jail for prerelease counseling.

The Baltimore YOC is also carrying on a successful outreach program at the Maryland Training School in Gaithersburg, Md. Two counselors from the YOC take turns visiting the school and talking with the young men about to be released, telling them of the services the YOC provides and how to get there. To date, 97 percent of the youth contacted before release have reported to the YOC for help, and some have been placed in jobs.

Community Resources

The importance of making full use of community resources to extend services to applicants, and of being alert to what special resources are available, is well illustrated by two cases reported by the Phoenix, Ariz., YOC.

There is the case of a 19-year-old girl who had been enrolled in MDTA training but was having difficulties in relating to her teachers and to her classmates. Of an extremely retiring nature, she shunned contact with others and appeared to be unable to adjust to the training situation. She was referred to the YOC counselor who, after talking with the girl, recognized that she was badly in need

(*Continued on page 29*)

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Portland Manpower Resources and Job Vacancy Studies

J. M. McCAULEY

Tom Sloan (left), personnel director for Tektronix, Inc., Beaverton, one of Oregon's largest employers, answers job vacancy information questions put to him by analyst Mike McCauley, Salem central office, Oregon Department of Employment.

In April 1964, the Oregon Department of Employment conducted a study of manpower resources in the Portland metropolitan area. The results described the composition of the area's labor force by occupation, and the changes which, according to employers' estimates, would occur in 2 and 5 years. In October 1964, and again in April 1965, a job vacancy survey was conducted by the Oregon Department of Employment in the Portland metropolitan area. The purpose of these studies was to provide a measure of the job openings existing in the area as of the two survey dates. In addition, employers were asked how long prior to the study dates they had been trying to fill these job openings. This latter information was requested in order to establish a list of occupations for which the supply of available applicants might be falling short of employer needs.

Although the two studies were undertaken to fill rather distinct gaps in the existing supply of job market information pertaining to the Portland metropolitan area, it was evident that the results of the job vacancy program would complement the findings obtained by the manpower resources study. The latter had included a list of occupations for which shortages of qualified workers were anticipated. The job vacancy study would indicate the extent to which shortages were appearing. When considered in conjunction with the earlier project, the job vacancy survey would operate as a sort of validation—either substantiating the predicted shortages or revealing areas where, for one reason or another, the situation had changed.

In the accompanying table, total requirements for new wage and salary workers are projected to 1966 and 1969 on the basis of employer forecasts. The table illustrates the shifting emphasis among occupational groups which was projected to occur.

The manpower resources study also examined the training levels which employers would expect applicants to have attained for occupations within the nine broad groups. Where these levels were relatively low (sales, service and miscellaneous, semiskilled, unskilled), it appeared that the growth in the area's labor force generated by new entrants under 22 years of age would be sufficient to meet the forecast requirements. If any problems were to arise, they would be almost exclusively the result of the area's inability to provide a sufficient number of applicants qualified to meet the anticipated demand in occupations requiring higher levels of training (professional, technical, skilled).

On this assumption, the manpower resources study analyzed a list of occupations for which shortages of suitable applicants were being experienced at the national level and compared each of the occupations on the list with the corresponding anticipated demand in the Portland area. In nearly all of the occupations finally selected from this list, Portland employers had indicated that training beyond the high school level would be required of an applicant. Furthermore, the number of persons who were currently being trained in the area for these occupations was substantially below the projected need in every case. Since a shortage of these workers existed at the national level, it was not reasonable to expect that the demand for them would be met by a migration of persons into the Portland area. This selected list, then, was adopted by the manpower resources study as a fairly exhaustive definition of the primary labor force problems which would face the Portland area during the next 5 years.

The job vacancy program presented a rather striking confirmation that the national shortage occupations were likely to coincide with those in the Portland area. A comparison of the occupations reported by employers as hard-to-fill (jobs which had been open for at least a month prior to the job vacancy study dates) with those designated as potential shortage occupations by the manpower resources study shows that nearly 70 percent of them were in the hard-to-fill classification in the October job vacancy survey. By the time of the April 1965 job vacancy survey, just 1 year after the manpower resources study had been conducted, over 80 percent of the vacancies reported as hard to fill by Portland employers had also been isolated by the manpower resources study.

Taken by itself, this experience tends to bear out the principal assumption made by the manpower resources study: That imbalances aris-

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Expansion and Replacements Needs By Broad Occupational Group, Portland Area Manpower Resources Study, April 1964

Occupational group	1964 to 1966		1964 to 1969	
	Number needed	Percent increase	Number needed	Percent increase
Total	34, 979	12. 2	78, 423	27. 3
Professional	3, 939	13. 0	9, 104	30. 1
Technical	1, 166	13. 5	2, 446	28. 2
Managerial	1, 801	7. 2	4, 595	18. 3
Clerical	6, 355	11. 6	15, 339	27. 9
Sales	4, 262	18. 4	10, 652	46. 0
Service and misc	4, 285	12. 2	9, 241	26. 3
Skilled	5, 941	12. 7	12, 027	25. 7
Semiskilled	4, 522	11. 7	9, 150	23. 7
Unskilled	2, 708	10. 7	5, 869	23. 1

ing in the supply-demand relationship as it pertained to the Portland labor force would be caused essentially by a lack of persons qualified to fill openings for occupations requiring a relatively high level of training. But this is only a first approximation of the job vacancy program's findings.

In the October 1964 survey, employers reported 1,591 hard-to-fill vacancies, and only 700 of them were in occupations specified as likely problem areas by the manpower resources study. In April 1965, there were 1,798 hard-to-fill vacancies with only 771 among the problem occupations. In each case, the manpower resources study projections accounted for less than half the jobs employers were unable to fill. It appeared that, although the occupations for which shortages were anticipated were very likely to appear as hard-to-fill openings, they fell far short of an exhaustive description of the possible problem areas.

The occupations highlighted by the manpower resources study did cover most of the hard-to-fill openings in the professional, technical, and skilled groups revealed by the job vacancy data, although occasionally it became necessary to add occupations to the list (medical therapist, telephone and power lineman). But more important, it was found that rather extensive difficulty was being encountered in attempting to fill openings for which the manpower resources study had assumed a more than sufficient supply of qualified workers.

In October, over 600 hard-to-fill openings were for jobs with little or no training required beyond a high school education; in April, over 750 of the hard-to-fill jobs were of this type. Entry jobs in the clerical, sales, service, semiskilled, and unskilled groups went unfilled for a month or more because employers were unable to find suitable applicants. This sort of shortage situation was not foreseen by the manpower resources study. Yet in terms of the total shortage revealed by the job vacancy data, it contributed nearly as much weight as the problem anticipated by the manpower resources study.

Although some of the shortages in entry-type jobs may be the result of low wages, poor working conditions, stringent hiring requirements, etc., the problem cannot be ignored. It appears that manpower resources studies conducted in the future should direct some attention to possible occupational shortages and problems that may exist in entry-type jobs in the clerical, sales, service, semiskilled, and unskilled occupational groups.

However, the information gathered during the manpower resources study proved a highly reliable guide to determining the occupations for which shortages of adequately trained workers were likely to occur. The Oregon Department of Employment feels that this identification is the proper function of such a study and was more than satisfied with the extent to which it was performed. (Since the date of the Portland project, manpower resources studies have been undertaken in seven other Oregon job market areas.) But even while it demonstrated the basic correctness and comprehensiveness of the training-related problems, it has become clear that the manpower resources study did not provide a complete description of future imbalances in the labor supply and demand relationships.

YOUTH REPORT

(*Continued from page 27*)

of psychiatric help. A referral to the Community Mental Health Center was effected with the result that she is making satisfactory progress in a continuing program of psychiatric care under the guidance of a competent professional.

The other case is that of a 16-year-old boy with a marked visual handicap. He could not read and seemed almost completely unemployable. He was referred to a special remedial reading class for the visually handicapped conducted by the Arizona State University College of Education. The outcome is that the boy has been given a complete physical examination, fitted with special glasses, and is being tutored by a specialist to overcome his handicap.

Training

Youth representatives from Employment Service regional offices met in Washington, D.C., on February 7 to 18 for training for their assignments in the various youth programs. Throughout the sessions, the emphasis was on achieving a balance in ES youth services. The meetings were followed by 3 weeks of formal training at George Washington University in Washington. The courses were geared to giving the youth representatives a greater understanding and background for working with young people with special needs, and acquainting them with the resources available for providing needed services.

20TH ANNIVERSARY OF THE EMPLOYMENT ACT OF 1946

JAMES W. KNOWLES

A summary of an economic symposium in Washington, D.C., February 23, 1966.

When President Harry S Truman signed the Employment Act on February 20, 1946, some viewed it as without substance, while others saw a giant step towards destruction of free enterprise.

Today, there is a wider area of agreement about the Act, its objectives, its institutions, and economic policy than anyone would have believed possible 20 years ago. However, the past 7 hours of discussion by 12 of the most outstanding individuals who ever served under any one piece of legislation has provided ample proof not only of this wider agreement but also that there is continued healthy divergence of views.

First, at the start of the day, the question was raised as to whether it is necessary and/or wise to rewrite, qualify, or add to the economic objectives spelled out in Section 2 of the Act in an attempt to provide explicit language and directions for successive generations of policymakers.

Among the candidates for addition were economic growth, price stability equilibrium in our international balance of payments, the efficient allocation of resources, the balanced distribution of income, and several related social objectives. These have been dealt with from the beginning by the President and the Council of Economic Advisers in the Economic Reports, as well as by the Joint Economic Committee. The first subject for hearings by the Committee was the problem of rising prices, and another early subject was low-income families, a fore-shadowing of today's war on poverty.

The issue seems to be whether to attempt periodically to rewrite the objectives of the Employment Act in the language and perspective congenial to successive generations of policymakers, or to keep to more general language like that in the present Section 2, reinterpreting it from time to time in the light of changing conditions.

Second, in view of the increased level of economic literacy of today versus that of 20 years ago, it is a bit surprising to find economists still talking with sweet reasonableness about the appropriate "trade-off" between rising prices on the one hand and unemployment on the other.

I am puzzled by the suggestion that more poverty, disease, filth, and discrimination imposed upon the disinherited is an acceptable alternative to some modest loss of the value of savings or incomes from inflation. Are we still under the illusion, despite classic marginal utility analysis, that the increased suffering that we would force on the defenseless, who start each day wondering whether they can survive, is comparable to the disutility to the well-provided-for from a small loss of income or value of assets from inflation? It would be more useful to the Joint Economic Committee, I am sure, as well as to the Executive Branch, to hear how we can improve the economy so as to eliminate *both* structural inflation and structural unemployment.

Let us make no mistake: Our problem is not one of determining how large a general price rise we will trade for so many jobs for the unemployed, nor is it one of agreeing on the number of people we will throw into involuntary unemployment in order to "buy" some added price stability. Rather, our task is to comply fully with Section 2 of the Employment Act, working tirelessly to discover and put into effect policies that will lead to realization simultaneously of a stable general price level and jobs for all those able, willing, and seeking to work. We cannot in good conscience rest content with any lesser achievement.

Third, there have been suggestions that the Act be altered to specify in greater detail the contents required in the annual Economic Reports anl to provide neatly laid out mechanics for the determination and execution of policy by the Council and the Joint Committee.

There has been not a single suggestion for added information, a new procedure, or a new policy for which reasonable men could not find in the original statute the injunction to proceed, the power to proceed, and the institutions to carry matters forward. It is amazing to me that this should be so. We should all be prepared to make changes when a case can be made for change, but we should be careful not to lose in the process the broad sweep and the great flexibility that the present language incorporates.

The glory of the Employment Act is that, whether they knew it or not, the drafters of this statute created a basic

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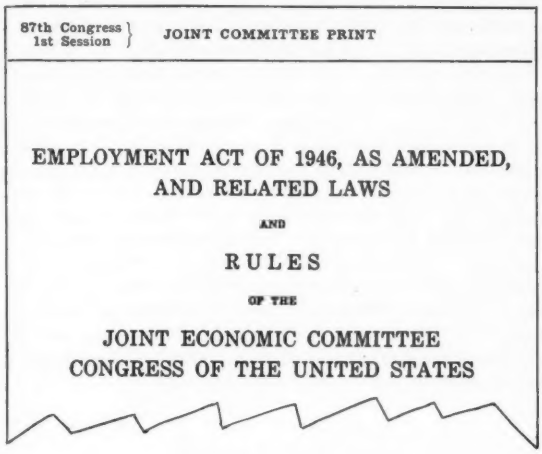

and enduring law of great flexibility in its procedures and in the institutions it created.

Fourth, there was widespread agreement that one of the principal benefits of the Act was the education of policymakers in and out of Government.

Today's discussion again revealed how far we have come in developing economic debate at a level of literacy, factual precision, and analytical rigor that would have been unknown 20 years ago. This does not show, however, in some neat formulation that the Council or the Joint Committee can present to the Appropriations Committee in justifying our budgets.

It has been suggested that the distinguished members of the Joint Economic Committee have for many years been teaching professors of economics what is relevant when a policy decision must be made against a deadline, and in turn, professors have educated the Committee, and through them the Congress, and the public, in many of the issues of modern economic analysis. This activity will doubtless continue to have more to do with the achievement of the objectives of the Employment Act than the specific recommendations from year to year by the Council of Economic Advisers and the Committee.

Fifth, running through these papers is the realization that the two institutions created under the Act have been centers of research, innovation, and experiment.

New ideas have been welcomed and have been spread throughout Government and the private economy. In Congress, the Joint Economic Committee has pioneered the use of the panel discussion form of hearing, the compendium of papers published in advance of hearings, the staff study paper, and a myriad of other devices before unknown, or known but little used. Today's Economic Symposium is one more of these experiments. Both the Council and the Committee have been active in developing and in taking up from the best economic thought and literature ideas to put into general policy debate such as potential gross national product, the full employment budget, what is sometimes called "fiscal drag," and many others.

Both experience and today's debate suggest that the two institutions must continue to be alert to improvements in knowledge of how the economy operates, and how policy instruments work, so as to bring to bear the maximum of objective fact and rigorous economic analysis to the problems of public and private economic policy.

Sixth, economic policymaking—public and private—can be improved only by making sure that those who must make decisions have the most accurate, most up-to-date, and most complete factual information possible.

This requires the finest system of public and private statistical reporting that science can design and our wealth support. I am happy that my principals on the Joint Economic Committee have given nonpartisan support to a long series of improvements in statistical reporting. I believe it is clear from today's discussion that we should all continue to be alert to every opportunity to improve this system, for failure to do so will have real perils.

Seventh, our speakers today stressed the need for keeping the longer term look constantly before policymakers. Changes in expenditure programs or tax policy have effects not merely for a few months but for many years into the future.

Furthermore, the economy is constantly changing in ways that often send waves of change through the economy in a predictable as well as unpredictable fashion over long periods. Whether practice follows the advice of those who advocate very explicit statistical projections or of those who prefer a more general literary format may turn out to be less important than that we periodically take a look at where we seem to be headed in future years. I think most would agree that the analysis in such models is far more important than mere numbers. The numbers are a vehicle for concise expression and a tool for insuring logical consistency. The analysis generates the enlightenment that helps the policymakers.

An eighth strand of the debate concerned the relative roles of broad, aggregate monetary and fiscal policies on the one hand, and precise economic surgery upon structural problems on the other.

I conclude that all of these are necessary for success, and it is dangerous to put too much reliance on any one policy tool separately. Good policy is a carefully coordinated blend of all available policies.

Ninth, when the economy reaches full employment and our problem becomes one of maintaining stable prices and economic growth, private policymakers must carry an increasing share of the total burden of policy formulation and execution.

This point found expression today mainly in differences over the formulation of wage-price guidelines and their role in the economic policy mix. I gather that all would agree, however, that no matter what Government officials do, full employment, stable prices, and economic growth cannot be realized year after year if private wage-

price policies are formulated and carried out in a manner significantly inconsistent with these objectives. The free market economy does not operate like some sort of mechanism, fore ordained to success regardless of the fallibility of the participants. Policymakers seem to be no more infallible when in private employment than when on a public payroll. There are rules of the game within which management and labor must learn to operate if the free private market economy is to provide maximum profits, maximum employment, and maximum real wages. But this debate and our economic history suggest to me that if we do not learn the rules of the free market economy and acquire the will to live together within them, sooner or later political extremists will mobilize support for efforts to substitute dictation for freedom as the basis for our political and economic system.

Last, and not least, anyone observing these 20 years must be struck by the role played by individuals.

It really does make a difference to the history of this Act that there was a Truman, an Eisenhower, a Kennedy, and a Johnson. It made a difference that there was an O'Mahoney, a Taft, and a long series of distinguished successors on the Joint Economic Committee. It made a difference that there was a Nourse, a Keyserling, a Burns, a Saulnier, a Heller, an Ackley, and a host of others of great ability on the Council. And I think it made a real difference that the Joint Economic Committee insisted on a professional and supporting staff of distinguished abilities, headed in its formative years by Hardy, Kreps, and Ensley. The Act worked the way it did with its successes and its failures because people made right decisions and wrong ones. In the future, the Act will be a greater success, not merely because the machinery is remodeled, or the statement of objectives sharpened, but mainly because of the quality of the personnel who administer it. Our successors must be better than we are, with more wisdom, knowledge, integrity, and courage, if performance under the Act is to improve.

Texas Provides Jobs For Minority Groups

HARRY CARR

A southern State ES finds ways to utilize and upgrade its extensive minority manpower resources through cooperation with minority community groups and predominantly Negro colleges, and through MDTA training to raise skills.

The changing climate of opinion and the spreading acceptance of Equal Employment Opportunity throughout Texas are the fruits of efforts of many individuals and firms. Historically, the patterns of discrimination in employment have led to a lack of full utilization of the potential of the Negro and Latin American population of the State. Since these two groups account for over 2 million citizens of Texas, the waste has been considerable.

When Texas began its efforts to make better use of its minority manpower resources, the Employment Service was able to render a valuable service in disseminating information through training facilities, employers, and minority groups workers. The Texas Employment Commission Minority Groups Representative and local office managers throughout the State met with such minority groups organizations as the Political Association of Spanish Speaking Organizations, the League of United Latin American Citizens, the GI Forum, the NAACP, Negro chambers of commerce, Community Coordinating Committees, American Friends, County Councils of Organizations, Progressive Community Councils, Business and Professional Mens Associations. These organizations offered many suggestions as to how the Texas Employment Commission might better serve members of minority groups. Negro chambers of commerce supplied local ES offices with résumés of professional applicants who had contacted their organization. These résumés were circulated to employers throughout metropolitan areas with resulting placements of biologists, physicists, and chemists.

Following discussions about the need to recruit highly qualified workers, many of these organizations began to survey their communities to locate

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professional, skilled, and other potentially qualified persons and conducted intensive recruitment of minority youth attending institutions of higher learning outside the State. Formerly, these youth, because of the limited job opportunities available to them in Texas, tended to seek jobs elsewhere.

Various Ways of Helping

Defense contractors and other private employers in Dallas and Houston formed associations to discuss problems of common interest relating to minority groups employment. The Dallas association is known as the Industrial Committee on Merit Employment and the Houston group as Employers Interested in the Employment Picture. Problems related to recruitment and utilization of minority groups personnel are discussed quite candidly in their meetings. Successes and failures of different methods utilized are also explored in depth. Here are some results of these efforts.

A defense contractor needed two technical librarians. While typing reference cards for technical data to be used in the technical library, two typists had become familiar with the terminology used in this industry and had learned how to file the technical papers. Following additional training and experience, these typist-library aides will become technical librarians with this employer.

A former elementary school teacher was trained by a data processing equipment and sales company as an electric typewriter repairman. He was assigned to a business district in a metropolitan area and has made an outstanding record.

A coffee distributor upgraded a graduate of a predominantly Negro college by sending him to another university to complete his engineering studies. He is now a division chief for the firm.

Personnel management trainees for another defense contractor were recruited from predominantly Negro colleges and satisfactorily placed in their special fields of work.

The range of job opportunities for minority groups workers broadens daily in all industries. Though large firms have pioneered in opening up jobs for minority applicants, private employers in smaller firms are now emulating their example.

Key officials of predominantly Negro colleges have met with the Texas Employment Commission Minority Groups Representative, District Directors, and local office managers on a continuing basis to keep abreast of the changes occurring in expanding job opportunities for minority groups. These officials have been working diligently to upgrade the quality of instruction offered in their institutions so that their graduates can become competitive. Foundations are making financial contributions toward improvement of instruction. Private citizens, such as the comptroller for a jewelry store chain, a wholesale drug executive, and a law firm are helping by teaching in a predominantly Negro college.

Empoyers Are Interested

The Minority Groups Representative and service representatives of the Texas Employment Commission visit Plans for Progress firms and defense contractors to solicit job openings and to explain in detail the many services available to them through the TEC. Employers invite local ES office staff members to participate in conferences to discuss personnel practices. The involvement of several levels of administrative, supervisory, and line personnel in these conferences has contributed to an understanding of the Equal Employment Opportunity Program. Employers have also been interested in local office experiences in the recruitment and utilization of minority groups personnel in the TEC.

Agency personnel and the Equal Employment Opportunity officers of the Army, Navy, and Air Force utilize many of the same contacts with minority groups community organizations. These individuals are frequent visitors in our local offices and hold conferences with the District Directors and local management. Our local offices have been a source of information as to the availability of different categories of minority groups workers.

Two Commissioners, District Directors, the Minority Group's Representative, and local office managers of the TEC have participated in hearings held quarterly by the Texas Advisory Committee of the U.S. Commission on Civil Rights in different areas of the State. ES personnel discuss the service to minority groups program. All segments of the community are represented at these hearings, and their comments have indicated that information received is helpful to them.

Good Jobs Through Training

MDTA training opportunities have afforded minority groups graduates the following nontraditional jobs: Insurance rate clerks, instrument repairmen, household appliance repairmen, turrent lathe operators, diesel mechanics, tool designers, template makers, bookkeeping machine operators, engine lathe operators, dictaphone operators (medical), farm equipment mechanics, legal stenographers, medical stenographers, milling machine operators, offset printers, auto air-conditioners repairmen, mechanical draftsmen, machinists, rod and chain men, combination welders. Our multioccupational MDTA youth projects in three metropolitan areas should add immeasurably to the skills of minority groups youth.

The TEC has worked with other organizations in two metropolitan areas to prepare pictorial brochures that depict minority groups workers in nontraditional jobs. It is important for minority groups youth to see evidence of acceptability in various fields so that they will aspire to gain the qualifications necessary to enter these fields. The continued participation of TEC personnel in career conferences and meetings of school administrators, school counselors, vocational educators, and the Texas State Teachers Association is also evidence of concern about the job opportunities available to minority group workers.

Training—

One Answer to Sho

Behind the recent launching of the submarine GATO is a history of the cooperation by the Connecticut ES with the builders in recruiting and training thousands of shipyard workers, and helping to provide needed professional and technical personnel.

Early in 1961 the Polaris missile became operational. The missile, different from all others, could be launched from beneath the sea, could travel 1,500 miles, and with its nuclear warhead could destroy a whole city. Engineers of the Navy's Bureau of Ships and the Electric Boat Division of General Dynamics then set about to design a vessel capable of providing an undersea launch pad and soon realized that far too much time would elapse before a prototype could be begun. A nuclear-attack type submarine lay on Electric Boat's ways nearing readiness for launching. This vessel was cut in half aft of the conning tower, the halves separated, a 16-tube launch section (called "Sherwood Forest" by the crews) was welded in, and the Polaris submarine *George Washington* was born.

The involvement of Electric Boat in the rapid development of the Polaris submarine immediately resulted in contracts for further engineering and construction. A local newspaper story prompted an offer by the New London CSES manager of stepped-up recruiting service to meet increased personnel needs. The response from the company was: "We'll need 600 welders in 4 months, and we don't know where they'll come from."

The CSES suggested the possibility of training applicants in basic welding. Since the need for welders was desperate, the idea was accepted by Electric Boat. A meeting with Electric Boat officials, the apprentice training director, and Connecticut Department of Education staff resulted in agreement on a training program. Applicants, recruited and screened by the Employment Service, would be trained at the Norwich Regional Technical School, and hired by Electric Boat as welder learners.

At a meeting of the managers of the four CSES eastern Connecticut offices, procedures for joint service by the four offices were formulated. The recruitment effort, coordinated by the New London office, was begun. Applicants were given SAT battery B–255 for welders. Successful applicants were briefed on the conditions under which they would receive training and referred to the school. Trainees were not paid during this training period and received no transportation allowance. Many endured financial hardship in order to obtain the training and the prospective employment opportunity. [Note: The MDTA was not passed until 1962.]

On May 15, 1961, 34 men, in 2 classes, began a welder course and on June 9, 30 of them were processed and hired as welder learners at Electric Boat. The loss of four was caused by failure to meet security requirements or inability to survive the training period without income. Applicants who were receiving unemployment compensation were adjudged to be making a reasonable ef-

Machine shop instructor H. Wells explains use of a lathe to a trainee.

A pipecoverer trainee demonstrates skills learned in an MDTA course.

The need for weld
Photos courtesy Gen

o Shortage Occupations

WILLIAM JORGENSEN

fort to find work while in training and were, therefore, eligible for benefits.

During the following 3 months, 63 men were trained and hired as welder trainees by Electric Boat. The performance of these men on the job was so outstanding that a course for shipfitter trainees was begun. This was soon followed by a course for pipefitter trainees. By the end of 1961, a total of 143 men had received training and been hired at the shipyard. Attrition had been remarkably low in the classes with practically no losses due to failure to absorb the rigorous classroom and workshop training. The SATB as a selection factor had again proved its validity.

By November 1961, such a great demand for trainees had developed that there was no room at the Norwich school for an outside electrician course. The Department of Education set up facilities for training in this craft at the Ellis Technical School in Danielson, where 12 classes supplied 217 men to the shipyard as outside electrician trainees. Trainees not referred to the shipyard found work as electricians or helpers, and many are still so employed.

The Middletown office recruited 35 potential pipefitters and trained them at the Vinal Trade School. This class resulted in 13 pipefitter learners hired by Electric Boat at a time when they were badly needed. New Haven's shipfitter and pipefitter courses resulted in 39 referrals to Electric Boat out of 55 enrollees.

Successful utilization of trainees throughout the shipyard led ultimately to the establishment of training programs in all the yard crafts. The testing workload quickly overran the capacity of the ES local office. Arrangements were made to use a classroom at the company's apprentice school, where as many as 50 candidates could be tested at a time. Because of the large number of crafts for which trainees were being selected, the entire GATB was administered in order that applicants would be exposed to all possible training opportunities.

Mounting needs of the shipyard made it necessary to expand the trainee recruitment operation far beyond the capacity of the eastern Connecticut SES offices, which were approaching a scarcity of available applicants. After conferring with Electric Boat and the Education Department officials, the CSES director decided that the time had come for full participation by the entire CSES organization. All managers and assistant managers were called to the administrative office for briefing by a team of Electric Boat personnel and training people. Visual aids and a movie were used to illustrate shipyard jobs. Procedures for referring trainees and qualified workers against interarea recruitment orders were established.

The employment section of Electric Boat has cooperated fully with the Employment Service recruitment effort by referring all applicants not

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ed for welders was desperate.
courtesy General Dynamics Corp.

A pipefitter trainee qualifies in template wire bending under the guidance of instructor L. Socha.

Machinist students complete a task on a manual press.

hired to the local CSES for further evaluation through counseling and testing, thereby enabling the firm to offer other types of jobs to men who did not show aptitude for training. The company employment section has also made full use of the CSES interarea recruitment operation through clearance of orders throughout the eastern seaboard and through its use of the CSES Clearance Officer in arranging positive recruitment both within and outside Connecticut. Much advertising space has been used by Electric Boat to direct applicants to the various State employment offices. Company personnel have worked with Employment Service staff in searching out and offering employment to various groups of potential employees. In this effort, Electric Boat and Employment Service interviewers have conducted meetings for high school students about to graduate, minority group organizations and others.

The activities of all CSES offices and the continued and valuable assistance rendered by neighboring States have resulted in training and placement of many workers who might otherwise not have found employment or who might be working at jobs requiring little skill. This joint effort also resulted in the recruitment and placement of many skilled workers. All Polaris-type submarines under construction during this period were launched on schedule.

The training program, beginning as a State operation and continuing under MDTA had, as of December 31, 1965, enrolled 1,796 candidates, of whom 1,450 completed the courses and were placed, mainly at Electric Boat. The service provided throughout interarea recruitment has maintained a steady flow of professional, technical, and skilled workers coming from most Connecticut offices as well as from Employment Service offices in States throughout Northeastern United States. These offices have provided space and recruiting service for Electric Boat recruiters whenever pools of workers became available. During the past 5 years, the company increased its total employment by over 6,000.

To emphasize the "fruits of their labors," all those who had worked on the program—CSES administrative staff, technicians, and managers—were invited to attend the launching of "GATO." This great ship was, indeed, the result of effective cooperation between the Electric Boat Co. and the Government in providing the training necessary to do the job.

SHORTAGES IN EXPANDING AREA

(*Continued from page 13*)

opportunity to prove their worth.

With the good will of employers, as well as of the applicants, we have assisted in the building of a better community in this State. Every week, some employers visit our office to discuss their manpower problems. Frequent meetings are also held with minority group leaders. The Executive Director of the Urban League assists us greatly and visits our office two or three times a month. Vocational Rehabilitation counselors visit our office regularly to discuss their clients who are ready for employment. Trade associations and other business groups continue to discuss with us their needs for manpower training. We continue to receive requests for area employment trends and other types of job market information. We believe that the records of our placement activity in an area the size of Little Rock reflect the confidence that employers and workers have placed in our office.

Following are some specific approaches we have used to continue high placement totals in a low unemployment area:

1. Effected, when job specifications did not require above-average performance, the placement of many less proficient typists and stenographers.

2. Made wide use of TV for personal appearances of various local office staff members; continued use of job spot announcements over eight local radio stations, and monthly use of selected promotional mail materials.

3. Alerted ERR's in their contacts to continually apprise employers of the tight labor situation, and stress the need for employers to readjust hiring specifications.

4. Made intensive use of job development, especially in behalf of qualified applicants in the service industries.

5. Built up the confidence of employers in the local office to the point that they run classified ads for workers in short supply occupations, specifying that our placement interviewers will do the screening and referral of applicants.

6. Made widespread practice of inviting hiring officials to visit our office and discuss their hiring specifications, labor needs, and problems.

7. Arranged with the Commander of the Little Rock Air Force Base for a formal registration of jobseeking dependents of military personnel. Designed and mailed letters to local employers advising them of this source of workers and their qualifications for jobs.

8. Made available to employers, chambers of commerce, and other community groups, area occupational skill survey information pointing up present employment, by occupation, as well as requirements 2 and 5 years hence. The information also included training needs, by occupation, and the ability of local training facilities to meet these needs.

9. Encouraged veterans organizations to refer their members needing jobs to the local office. Employers were also encouraged to refer to the local office gate applicants who were not hired.

10. Followed up national publicity with local releases for radio, TV, and the press pointed at both employers and workers to familiarize them with the Manpower Development and Training Act and other Federal antipoverty programs and how they might best be put to use.

11. Achieved widespread participation of staff members in training to upgrade their skills and knowledge by attending special evening courses at the University Graduate Center and Little Rock University.

12. Made intensive use of the occupational analysis industry services representative to "trouble shoot" problem orders and specific reasons for order cancellation.

Staffing Michigan's Summer Camps

LOU CHAPOTON

Recruiting professional staffs for Michigan's numerous summer camps is a responsibility of the State's Professional Placement Camp Unit and presents a real challenge in trying to meet the acute needs.

Summer camps are big business in Michigan. About 35,000 persons are needed to staff them each summer. Persons living in the immediate vicinity of the camps usually fill such jobs as cooks, handymen, and cleaning women. Local high schools supply the waitresses, clerical, and miscellaneous kitchen help. Considerable numbers of these local people return to the same job year after year.

Occupations that cannot be filled locally pose a real problem for camp directors. General counselors, specialty counselors, program directors, athletic directors, waterfront directors, and nurses (both RN and LPN) are in this category.

Until the Michigan State Employment Service Professional Placement Center Camp Unit assumed responsibility for staffing summer camps, statewide recruitment was conducted by individual camps and by the Michigan Camping Association. The need for centralized recruiting effort was apparent to reduce to a minimum cross purpose recruiting.

Agreement was reached with the Michigan Camping Association that the Camp Unit would be the officially designated source of recruitment for their membership. In addition, the Michigan Camping Association would act as adviser to the unit. All promotional material would bear the seal of the Michigan Camping Association as well as the seal of the Michigan Employment Security Commission. With the assistance of the Michigan Camping Association, special purpose forms and brochures were developed to fit exactly the needs of the industry.

Once the Michigan agency accepted this responsibility, intense promotional recruitment programs had to be developed. The Michigan Employment Security Commission's 60 offices outside of Detroit could be relied on to assist materially. Colleges near Detroit were contacted by visit and asked to cooperate. Colleges in other areas were contacted by letter, with posters, brochures, and camp registration forms enclosed. They were asked to cooperate and make the material easily available to the student body. Results of this effort were gratifying. Camp registration forms, completed in detail, were received from every part of the State.

Letters were sent to 200 junior and senior high school principals, enclosing posters, camp registration forms, and brochures, asking that these be made available to the teaching staff. Again, response was excellent; applications from teachers far exceeded expectations.

Brochures and camp registration forms were mailed with a letter to each of 5,000 college students who had registered with the Detroit Professional Placement Center within the past 2 years. The letter requested the student to pass the letter and application on to a friend if he was not interested in camp employment. This also produced good results.

The publicity director of the MESC has been able to convince a feature writer from one of Detroit's major newspapers to run a story about employment in summer camps each year. This has created considerable interest and resulted in recruiting college students who had no previous knowledge of camp life and camp employment. In addition, three Detroit radio stations carry the message to local students as a public service.

These recruiting devices were considered sufficient until early in 1965. It then became apparent that many

Waterfront directors for summer camps were difficult to find.

Lou Chapoton is Manager, Detroit Professional Placement Center, Michigan State Employment Service.

These special purpose camp forms and brochures were developed in cooperation with the Michigan Camp Association.

Nurses, both registered and practical, were unavailable locally.

Camp Interviewer, Frank Calandrino, ponders the future of the 2,300 camp job orders received for the 1966 season.

of the college students who normally would accept camp employment preferred a summer job in local manufacturing industries because of the higher earnings. Regardless of how much a student might love the great outdoors, the urge to earn $2 or $3 per hour in industry was even greater. This posed a serious problem for the Camp Unit. Summer camps were receiving more reservations than ever before, and camp staffs would have to be increased to serve the additional workload. Since the usual recruitment efforts were not suppling sufficient numbers of applicants, it was evident that greater interest would have to be stimulated among college students.

The recruitment plan evolved was a Camp Placement Day in the Detroit Professional Placement Center. The Saturday before Easter was selected because the students would be home for the holiday. All Michigan colleges were contacted by mail. The letter, asking that the enclosed promotional media be made available to the students, was signed by both a representative of the Michigan agency and an official of the Michigan Camping Association.

The Association invited camp directors to conduct pooled interviews in the Detroit Professional Placement Center. Since more camp directors desired to attend the Camp Placement Day than the physical facilities of the Detroit Professional Placement Center could serve, the Camping Association limited attendance to 25. Many were disappointed.

Camp Placement Day finally arrived. Fate was not kind. One of the worst sleet storms of the winter swept into Detroit and continued all day. Houses, trees, automobiles—everything was covered with ice. Nevertheless, about 250 college students appeared at the office for interviews, and most of them were hired. Letters were received from many of the directors involved thanking the staff of the Summer Camp Unit for its efforts and requesting that a Camp Placement Day be made a yearly event.

The 1966 season will no doubt bring the greatest recruitment challenge the Professional Placement Center has ever experienced. It appears that manufacturing industries will have available even more jobs at high pay rates than in 1965.

The Center plans to double its promotional efforts to the usual sources of recruitment, and to have a Camp Placement Day also. However, these sources will not provide the number of applicants needed.

To date, we have 2,300 camp job openings and 350 camp applications. The bulk of our camp applications are usually received during March and April. The fact that we have only 350 at this moment is of no great concern. The next 30 to 45 days will tell the story. We also have developed two new sources of recruitment and are hopeful that they will pay dividends. The State of Kentucky is actively recruiting for us; this will help some.

Detroit needs assistance from States which have students desiring summer camp employment, since Michigan can place 500 more college undergraduates in camp employment than it can recruit within its own borders.

Preparing Disadvantaged Youth for Work—V

This article is the last in a series that describes the findings of a project designed to evaluate and prepare a group of school dropouts for training or jobs. The project was under the supervision of the Philadelphia Council for Community Advancement, with services performed by the Jewish Employment and Vocational Service (JEVS) and the local offices of the Pennsylvania State Employment Service (PSES). Financial support for the project was provided by the Office of Manpower, Automation and Training of the U.S. Department of Labor.

During 1964, the Philadelphia Jewish Employment and Vocational Service and the Pennsylvania State Employment Service cooperated in a program to evaluate and improve the employability of school dropouts. Three hundred and thirty-one boys and girls between the ages of 17 and 22 who were out of school and out of work, and who could not be evaluated or referred to jobs or training by State Employment Service counselors and interviewers, were served by the JEVS Work Adjustment Center.

The JEVS process included situational assessment through the use of work samples, productive work, and intensive individual psychological testing of aptitudinal and personality factors. Evaluation was followed by a guided work adjustment experience to improve work attitudes and patterns for a period of approximately 8 weeks. Academic remediation and counseling (individual and group) were incorporated into this developmental process.

One hundred and sixty-five youth completed the evaluation and work adjustment programs and returned to their local office counselors. All were placed in competitive employment. The project also yielded significant information regarding their jobseeking patterns, which was reported in the November issue of the REVIEW.

The five articles in this series are being reprinted as a single pamphlet. Copies may be obtained upon request from the U.S. Employment Service, U.S. Department of Labor, Washington, D.C., 20210.

The Failure Cases in a Vocational Development Program

SAUL S. LESHNER
and GEORGE S. SNYDERMAN

Rehabilitating "hard-core" jobless youth presents a number of difficulties to agencies engaged in counseling and placement. Recruiting and motivating these youth to accept and use vocational help is a long, arduous, and costly process. Many accept the programs and then drop out, while others are not immediately amenable to vocational service. Obviously, the loss of even a portion of these youth is expensive to the agency offering the services, and it is a traumatic experience to the young person who leaves the program feeling he has not been helped. These are the failures which counselors should not merely "learn to live with," but rather should find someway to minimize. But before we can design and implement a method for attacking the problem of holding these youth until they can maintain themselves in, and benefit from, training or work, we need to know far more about their reactions to vocational services as they now exist.

This is a report of a study of youth who were referred to the Work Adjustment Center of the Philadelphia Employment and Vocational Service by counselors of the Pennsylvania State Employment Service, but failed to use the vocational help offered.

Of the 331 youth who were accepted into the program, 135 failed to complete it, 66 (20 percent) dropped out, and 69 (21 percent) were terminated. Although some of the terminated group needed services which were not available in the Work Adjustment Center, it may be observed that none of the "failure" cases actually could profit from a vocational service, even though it was individualized and custom-tailored to meet the needs of each person.

We use the term "failure" here to mean a youth who did not successfully complete the entire program. He is considered a "success" case only

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if he finished his program at the JEVS Work Adjustment Center and returned to his PSES counselor for placement. If for any reason he quit or was dropped from the program by JEVS or PSES, he was considered a failure.

Virtually all disadvantaged youth in the sample, whether successes or failures, shared common characteristics and had histories laden with psychosocial problems. Even when these were readily apparent, JEVS psychologists could rarely state with assurance that a particular youth would or would not respond. All they could do was to apply a repertory of techniques such as individual and group counseling, work adjustment procedures, and remedial reading—and expect that a sizable percentage of the youth would find a success experience on which they could capitalize. Even then, there were 25 youths who successfully completed this comprehensive rehabilitation program but then did not return to the PSES for placement service. Since few of these were able to find jobs, they are considered to be failures.

We attempted initially to predict success by studying data procured at intake. However, nothing in a youth's socioeconomic or personal history yielded clues by which to predict success or failure in a vocational program except a general attitude that failure was inevitable. In approximately 8 percent of the 331 cases, this attitude could be detected at intake, and attention was given to helping the youth cope with feelings of inadequacy. Generally, however, this failure expectancy was masked and could not be ascertained until relatively late in the program.

Excluding those youth who had to be dropped for medical reasons and who entered a medical program, JEVS psychologists classified the failure cases into four categories:

1. Youth who typically could not relate to anyone or sustain an organized mode of behavior. Some of these acted out their problems and disrupted service for others in the program; others exhibited superficial conforming behavior as a means of testing or manipulating authority. All of the youth tended to respond impulsively and to seek immediate need gratification. They were oriented to the survival demands of the moment and were unwilling or unable to pursue long-range larger goals. These youth may be classified broadly as individuals with a character problem.

2. Youth who were highly immature, suggestible, and responsive to any diverting stimulus. They also lacked ability to make plans and could neither organize systematic behavior patterns nor direct their activities. They tended to "drift off" and had no "staying power." They may be considered emotionally and socially immature as a result of constricting and shallow developmental backgrounds.

3. Youth who were unable to tolerate any structured activity or restraint. Since by definition work implies a channeling of energies, these youth rebelled against supervision, worked sporadically, attended when the occasion suited them, and resisted any attempts to regulate and rehabilitate them. They had inadequate defense mechanisms with which to deal with their psychological conflicts, and were therefore classified as emotionally unstable.

4. Youth who could perceive no meaning in a work situation because it was not relevant to any of their life experiences. These boys and girls reacted inappropriately to work situations and demands, or they withdrew from involvement with them, or they reacted with frustration, fear or aggressive behavior. Like group 2, they were unable to cope with social or vocational demands.

The above grouping oversimplifies the dynamic aspects of their responses, but it offers an etiological framework for determining why so many failed. Their needs and problems were not always clear; reasons for failures were highly individualized, and differentiating factors were a matter of degree. The data which are presented and discussed do not purport to be specifically defined. However, we may draw some broad conclusions which may help us to deal better with the failures.

As mentioned before, of the total of 135 youth, 69 were terminated and 66 dropped out or quit. All but 4 of those terminated and 19 dropouts were interviewed at least once by PSES counselors. JEVS psychologists had interviewed all of these 23 failures prior to their termination from the Center, and the data from these interviews are used in this report. JEVS staff also interviewed 29 additional failures and 19 other dropouts. The results of these interviews were utilized to supplement the data obtained by PSES counselors.

For purposes of discussion, the joint findings of PSES and JEVS are grouped under the following categories: Male Dropouts (QM); Female Dropouts (QF); Terminated Males (TM); Terminated Females (TF).

The QM Group

Thirty-five boys, or 19 percent of those entering the program, quit (QM). Twenty-four of the 35 said they had to or wanted to go to work, but few really were so motivated or actually did look for jobs. None seemed to have been able to adjust to a job even when they found one, and not one of the program failures placed by PSES was able to hold the job. Consequently, we may infer that the failure of these youth in a vocational program is dynamically similar to their failure to adhere to a constructive jobseeking pattern.

Several youth who dropped out to go to work said that they were not being paid enough at the Work Adjustment Center. Individual and group counseling was ineffectual in helping them understand and accept the program's developmental or training aspects. Their insistence that they were employed at the Center reflected an inability to differentiate between work as a preparatory or developmental process and work as a means of earning a living. At one point in the program, JEVS staff considered the advisability of supplementing base earnings, but it was believed that allowances paid would not deter these youth from dropping out. Since their basic behavior patterns would not be modified, they would soon find other ways to evade program demands. Also, it was felt that if income is not correlated di-

rectly with effort, the incentive value of earning money would be diluted. This may be a controversial point, for there seems to be some indication that these youth are not generally oriented to amounts of income, except perhaps for large differentials which have symbolic value.

Eleven boys quit the program for the following reasons: Five were picked up by the police and detained for extended periods of time; four had chronic or prolonged illness; and two had family difficulties with excuses such as "had to help at home," "have to help my girl friend who is pregnant."

Generally, we were not able to check the validity of any of these reasons. Some of the boys who had been arrested and detained by the police returned to the Center to brag about their escapades, to create a series of difficult situations, and then quit when called to account. Most boys, including those who obviously were ill, refused to accept a referral for medical or psychiatric help. Of the seven who did, only three kept their first appointment.

The QF Group

Thirty-one, or 20 percent of the girls entering the program, quit (QF). Their reasons included personal responsibilities which could not be avoided. When a girl said she was dropping out to take care of her child because her own mother no longer could, it is likely that such was the case. It was reasonable, also, to expect that girls would have to help around the house, an activity usually not required of the boys. Nevertheless, personality factors such as those described for the boys accounted for 13 of the QF group. The other dropouts are as follows: Health reasons, nine; family problems, seven; economic reasons, one; and detained by police, one. Pregnancy was included under health reasons.

The TM Group

As indicated previously, 69 youth, or 21 percent of those who entered the program, were terminated because they were unable to profit from the vocational assistance. Forty-six of these terminations were boys (TM), some of whom exhibited the same modes of behavior as the dropouts.

Thirty-two of the boys terminated from the program said that they "could not behave," "could not get along with superiors," and the like; 3 said that they "could not do the work"; and 11 were ill and could not attend regularly. It may be assumed that the failure of a majority of the TM boys was psychologically based, since all were physically able to perform the assigned tasks. None indicated an urgent need for more money, although all talked freely about their own personal failure or their inability to use available help. This apparent willingness to verbalize the basis of their problem is perhaps the most significant difference between the boys who dropped out (QM) and those who were terminated (TM).

The TF Group

Twenty-three of the youth terminated were girls (TF). Their readiness to talk about their inability to profit from vocational help differentiates them from the girls who dropped out (QF). None dropped out for economic reasons; none was picked up by the police; but 12 had a health problem (including pregnancy); 5 "could not do the work;" 4 "disliked working;" and 2 had family problems. JEVS psychologists observed that generally these girls attempted to maintain communication with the Center. This desire to continue contact also differentiates the TF from the QF cases, and is a factor which may have significance in planning future programs.

Conclusions

For many of the 135 youth who failed, this project was the first time any vocational help had been offered. Despite its failures, the program apparently did reach and provide some help to them. All 135 interviewed by PSES counselors were asked what benefits they had received from the program. As there were no perceptible differences between the Q and T groups or the sexes, the data are consolidated. The responses were as follows:

	No.	Percent
Total	135	100
Learned more about work	42	31
Learned to work with others	23	17
Enjoyed a real work experience	19	14
"Something, but I don't know what it is"	17	13
Learned to take orders	4	3
Don't know	3	2
No benefit	27	20

Thus, it appears that at least 105, or 78 percent, of the youth whom we consider as failure cases stated that they did derive some benefit from the program. It is anticipated that some portion of this group may be reached at a later date, as they gradually become more aware of their real needs.

PSES counselors also attempted to learn whether some other service might be acceptable to these boys and girls by asking them to state what they wished most to achieve. Only 106 of the 135 could answer this question; the others said they "did not know" or "had never thought about the matter." The primary wishes of those who responded were as follows:

	No.	Percent
Total	106	100
Stay out of trouble	38	36
Get and hold a job	29	27
Acquire a skill	15	14
Become self-supporting	13	12
Get a high school diploma	7	7
Support my child	3	3
Learn to read or write	1	1

More than a third expressed an avoidance goal, i.e., to stay out of trouble, etc.; 60 percent stated conventional achievement goals of a job, a skill, self-support, or a diploma; and only 4 percent a practical objective of supporting a dependent or acquiring literacy. These expressions of aspirations also reflect deep-rooted anxieties and suggest a need for continuing intensive help, perhaps preceded by a thorough counseling effort. They also suggest that counselors must formulate new concepts and devise new techniques for penetrating resistances if they are to reach and hold these youth in vocational programs.

Dynamics of Reaching and Helping Failures

Whatever the source of their difficulties, it is evident that the disadvantaged youth who are vocational failures have many common behavior problems. Vocational treatments initially must be broadly therapeutic and cultivate a sense of mutuality and confidence between the counselor and the youth. The counselor must use methods which are organized and benignly controlling. The process requires patience and time for the youth to test out both the counselor and his new experiences.

Vocational treatments *per se* for these youth are not likely to be effective unless accompanied by work with the youth's family and neighborhood, to improve home relationships and secure the support of peers. Unless family members and peers understand and accept the youth's struggle to rehabilitate himself, and reinforce his motivation during regressive lapses, lasting benefits are not likely.

The psychological problems which the counselor must face as he attempts to rehabilitate the youth who quit or are terminated from vocational programs appear to fall into the following categories: Those who need a sustained, controlled, but protective program; those who need to learn through benign relationships; those who need therapy; and those who need to learn through new experience.

Youth in the first group may be viewed as "character problems" and represent the largest number who dropped out of the program. They are the most resistant to constructive help. The profound egocentricity of their responses and their intolerance for anxiety indicate a rigid defense system against threats to their self-esteem. Since they tend to act out their hostility, the counselor must be prepared to be the target of their latent and overt aggressions. Only by maintaining a firm, unchanging but protective relationship can the counselor help these youth expose their anxieties, acquire a tolerance for dealing with their fears, and develop a balance of emotional expression which can be used to further personal and vocational growth.

The emotionally and mentally immature youth make the most radical improvement when counseling and other vocational services are intensive and continuing. Superficially, their behavior is similar to those designated as "character problems," but intrinsically they need a systematic and controlled emotional and intellectual development experience. They are willing and able to accept help if it incorporates small increments of easily assimilated new experiences. Because these youth are easily distracted by more enticing activities elsewhere and tend to drift away in an irresponsible manner, they must be followed up and periodically brought back into the program. The followup and continued responsibility for these youth may be vested best in a single counselor who represents parent, teacher, and friend during the progressive stages of cultivating readiness for training and employment.

They Learn to Face Problems

Emotionally unstable youth require a long-term therapeutic environment and relationship. They are accustomed to using devious means to acquire satisfactions and commonly evade coming to grips with clear-cut goals. Intensive group and individual counseling often enables them to acquire healthy defenses against the stresses of work, and helps them develop healthier attitudes in dealing directly with their vocational problems.

Youth in the fourth problem group, the nonperceivers, resemble the character-disordered youth in that they require a learning experience in which new activities become extensions and enlargements of their own way of life before they can achieve understanding and purpose. They learn best when activities are initially organized around materials similar to their current life patterns. New perceptions are introduced best through small increments which the youth find within their grasp, and which offer them meaning and satisfaction.

On the basis of data collected at intake, it would appear that the disadvantaged youth who quit or were terminated could not be differentiated from the youth who successfully completed the program. Generally, those who quit were more elusive than those who were terminated because the latter tended to maintain communication with the professional staff even after they left the Center. Since there are no clear criteria for detecting failure by interviews, it would appear that sustained observation and evaluation of the individual's behavior in a work situation and his response to supervision, counseling, and remedial help are the avenues through which more accurate predictions can be made. It is noted that there was staff skepticism at intake concerning successful outcomes for many youth who, in fact, completed their programs and were placed in competitive industry. This further suggests that counselors need to handle disadvantaged youth with patience, understanding, and optimism for success.

Fit Programs to Special Needs

It is safe to assume that more disadvantaged youth who quit or are terminated from vocational programs want this help than are receiving it, and that many more can profit from it than currently are doing so. The problem of getting them to accept counseling and other vocational treatment could be resolved, in part at least, if the Youth Opportunity Centers would formulate programs specially desigend for these youth. Such programs should relate to the various underlying problems manifested in modes of behavior characterized by hostility, passivity, personal irresponsibility, inability to invert the self, elusiveness, impulsiveness, distractability, and the like. There is need for the YOC's to apply special techniques for prolonged and deep evaluations and for reaching these youth through peer groups, neighborhood organizations, churches, and schools, so as to provide more individualized and continuing vocational adjustment services.

When the YOC Opened . . .

It Called for Cooperation and Coordination

M. G. EMRICK
and W. L. BOSWELL

How a local ES office and a YOC, with 20 city blocks in between, worked out successful ways to cooperate and coordinate to the best advantage of both is told herein.

When the Nashville Youth Opportunity Center was opened in April 1965, some 20 blocks away from the local Employment Service office, management realized that the coordination of activities between the two offices posed quite a problem. Procedures had to be worked out to prevent, as far as possible, duplication in handling job orders, recording orders filled, job development efforts, and servicing major and minor market employer accounts. Arrangements had to be made so that the employer relations representatives attached to the ES office would also serve the YOC. Exchange of information regarding vocational schools, Job Corps, Neighborhood Youth Corps, and the Multioccupational Youth Project was, by comparison, a much simpler problem to be worked out.

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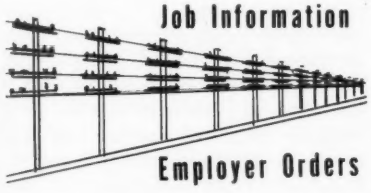
The success of any plan of coordination depends on the attitude of management and staff and on their mutual respect and understanding of the problems faced by each office in carrying out coordinating procedures.

Coordinating job orders is much more difficult than coordinating job market information, because it involves more detail and must be done on a daily basis. It is essential however, that both the YOC and the local office know at all times what the other is doing about specific job orders. With two offices—one for adults and one for youth—separated, in Nashville, by 20 blocks of distance and 30 years of psychology—new procedures for taking, filling, and reporting orders had to be set up in such a way as to disrupt as little as possible the working relationship with employers. The procedures described in this article are those currently in use.

When the ES local office receives an employer's order requesting a youth under 22, the employer is asked to call the placement unit of the YOC. When an employer calls the local office asking for workers both below and above 21 years of age, the order is taken at the local office and a duplicate order is sent to the YOC. The local office becomes the *order-holding office,* and the YOC checks with the local office interviewer before making any referral on the order.

If an employer calls the YOC with an order for both youth and adult workers, he is asked to call the local office. In the interest of prompt service, the local office interviewer often telephones a working outline of the employer's order to the YOC placement interviewer. The complete order is then sent in the regular once-a-day messenger service. Management is considering the value of increasing this delivery service to twice a day. Also under consideration by management is some procedure whereby the employer can talk directly to the interview who will handle the order.

The determination as to which office should have the order is not easy, since the determining factors of age and work experience are both highly tentative with most employers. The jurisdictional determinants of age and length of full-time work experience change so rapidly that the routing of applicants also requires coordination and cooperation. Even a Solomon would be hard pressed to



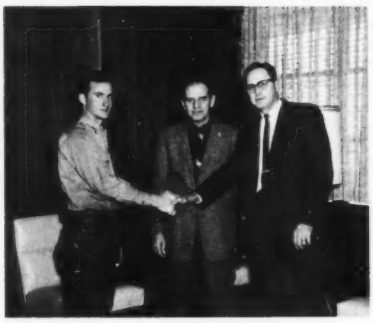
The telephone quickly links Oliver Pond, local office interviewer, with Mrs. Anne Welch, YOC interviewer, for the exchange of necessary operating information.

find a method that would be equitable, easy to administer, and eliminate duplication in reporting openings, unfilled openings, and cancellations on jointly held orders. When confronted with such problems, only a spirit of willing cooperation among all staff members of both the YOC and the local office can make possible coordination in the handling of orders, the service to applicants, and the exchange of job market information vital to both offices.

Because of this spirit of willing cooperation between the two offices, a young Job Corpsman, trained as a welder at Camp Gary, Tex., was placed in a job starting at $2.25 per hour. This young man qualified high as a welder during his course of training. Communications from Camp Gary stated that if he could obtain a job in the Nashville area, he would be discharged from the Job Corps Center. Initial efforts by YOC personnel to obtain a firm hiring commitment from a Nashville area employer were unsuccessful. Then the local office counseling and placement sections added their coordinated efforts. The young man was hired as a beginning welder by a local concern at a better-than-average starting rate of pay.

What and How

Just what is job market information and how can it be coordinated? Certainly, job market information is not confined to the area analyst and his monthly statistical report of current employment and projected employment trends. Job market information has many sources and is received and disseminated through many channels. It is any accurate information related to employment—a new plant, new hiring policies, new contracts, change of working hours, pay scales, hiring qualifications, new machines, labor disputes and their settlement. Information about these or other factors affecting employment may come from newspapers, magazine articles, meetings between chamber of commerce officials and ES management, or it may come through the local office labor area



Through the joint efforts of the local office and the YOC office, this Job Corps graduate (left) was successfully placed on a job paying $2.25 per hour. Frank Foster of the Avco Corp. (right) welcomes his new employee, Charles Hanason, as ES interviewer J. E. Kelly offers congratulations.

analyst, occupational analyst, the employer relations representative, a counselor, placement interviewer, receptionist, stenographer, or switchboard operator. Alertness to recognize pertinent job market information even when it comes, as it often does, in an indirect way, is one mark of a good ES staff member. Willingness to share this information with any office or any staff member to whom it would be helpful is a mark of the spirit of cooperation so necessary to the efficient functioning of both offices. Recognizing the importance of this spirit, management tries in every way to encourage and promote this attitude.

There are many ways in which job market information can be made available to those to whom it would be helpful. At the management level, job market information is passed along to staff members in many ways, often in either a staff meeting or by an office or interoffice memorandum. Besides the monthly Labor Market Letters given to all staff members, the labor analyst's 219 Report, prepared earlier in the month, is made available to local office and YOC personnel. Often, however, in the course of their regular duties, both the labor area analyst and the occupational analyst pick up job market items which the whole office, one unit, or one interviewer might need to know. In such a case, the labor area analyst or the occupational analyst would probably prefer to call this information to the attention of the local office manger so that he can pass this on to the appropriate staff member.

Copies of the employer folders containing records of the employer relations representative's visits and information obtained in these visits are filed and available to placement interviewers. These folders are kept in the ES local office, but copies of the folders on employers hiring youth are also sent to the YOC office. Furthermore, when the employer relations representative in his visits to employers obtains job market information of special value to the YOC, he reports it directly to the YOC placement unit.

Depending upon the type of information and other factors, the unit supervisor or the placement interviewers may prefer to tell the office manager of job market information pertinent to the functioning of the other office, leaving it to the discretion of management as to how this information will be passed along. However, at the grassroots level of placement interviewer to placement interviewer, the fastest way to pass along job market information of the sort they are most likely to come upon, is by telephone. Every day the placement interviewer of the local office and of the YOC are in touch by telephone, checking on the status of joint orders. At such times, much helpful job market information is passed along in an informal way.

Results Are Good

Another example of cooperation and coordination occurred in July 1965, shortly after the Nashville YOC opened. Workers were to be recruited to staff two large branches of a nationally advertised retail chain store just opened in Nashville. The order was for cashiers, stock clerks, sales clerks, and a few department managers and office workers. Some of the jobs were full-time, others for part-time work, which could be done by boys and girls still in school.

(*Continued on page 59*)

Between YOC and Local Offices . . .

Coordinating Job Orders and Job Market Information

CHARLES I. SUTTON and EDWARD HELER

Finding ways to achieve a "togetherness" with YOC's and local offices in objectives, information exchange, and operations, and the new problems involved, are explored in this article.

In initiating the YOC's, the Employment Service took a big step toward solving the problem of providing special and intensive services to youth.

As the YOC's became operational, however, some of the hurdles to their success were not easily surmounted. Among these problems was the important one of providing sufficient job opportunities to YOC applicants. In metropolitan areas with several Employment Service offices the challenge was how to divide job orders among the offices in such a way as to: (1) Most effectively satisfy the employers' needs; and (2) give all applicants maximum exposure to known job opportunities.

As anticipated, some employers listed their openings directly with the YOC, but many others continued to place their orders with the ES local offices.

However, the YOC needed a continuous inflow of job opportunities, since a youth's progression to a level of employability must ultimately achieve an outlet for his skills and talents, or to put it more simply, a suitable job.

In the Phoenix area, providing adequate job opportunities is a major problem, since it is historically an area with more workers than jobs, although it is currently experiencing shortages of skills in a few occupations. When the YOC opened, it was quickly apparent that other area offices were reluctant to make the job opportunities which were listed in their offices available to the YOC. Several measures have been initiated to overcome this reluctance and to provide the YOC with information and access to all openings suitable for young people.

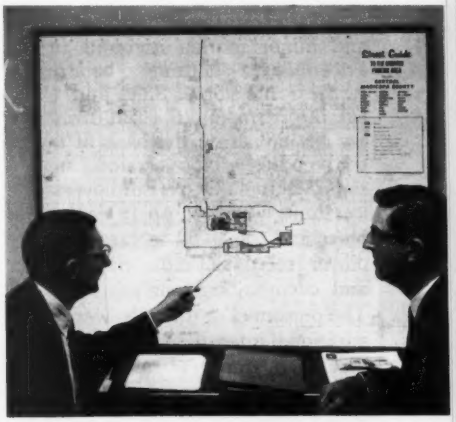
We started with management and supervisory staff from all of the offices of the area meeting regularly to discuss problems and their solutions. On a rotation basis, selected staff members from the various offices are included in each of these meetings to improve communications between management and staff.

Agency publications, interoffice communications, and indeed, most internal communications, have stated and reiterated the necessity of a total agency concept of operations. There is also continued stress on the dependence of the YOC's on each individual's contribution to the accomplishment of the agency's objectives.

Perhaps the most important product of the managerial staff meetings has been the outstationing of YOC personnel in the other offices of the area. Each YOC staff member daily reviews the job orders listed in the office of his assignment, and orders which offer potential for youth employment are immediately relayed to the YOC. The YOC staff, in turn, keep the order-holding office informed of all action taken in regard to these orders.

Two types of job order transactions occur: (1) Job orders are shared with other offices, and all offices continue to work on the same order. The office which receives the order reports the opening and has primary responsibility for it. Such an opening could generally be filled by either a youth or an adult. (2) Job orders are exchanged. For example, the YOC receives an order specifically for an adult or a local office receives an opening for a youth. This process has been dramatically successful in broadening job opportunities for the young applicants of the YOC. Much of the initial reluctance by local office staff to "share" the job orders has disappeared as interviewers came to appreciate the employer's satisfaction in a more expedient resolution of his needs.

Another program to develop a cooperative attitude toward job orders is the temporary rotation of staff among the area offices. It is planned that staff of each of the area offices spend 30 days in the other offices. This process of familiarization with the functions and personnel of the respective offices should bring about agencywide understanding of the objectives. Since this proposal is very new, no assessment



Charles I. Sutton, supervisor of YOC's (left), and Harold L. Tarr, field supervisor, Phoenix area, discuss job order exchange between the YOC and other Phoenix area local Employment Service offices.

Charles I. Sutton is State Supervisor, Youth Opportunity Centers, and Edward Heler is Manpower Economist, Arizona State Employment Service.

of its effectiveness can be made at this time.

Job order exchange is only one important product of the activity of the YOC liaison person; job market information is, at this stage, probably even more important. Young people seeking help from the YOC who are scarcely employable are directed to the intensive service units. The job market information relayed through the YOC liaison people to the counselors and other YOC staff is essential to the meaningful and successful vocational orientation of youth.

To meet the growing shortages of trained manpower, and particularly to assist young people in career selection, more complete and detailed job information is imperative. Accordingly, it is necessary for the YOC to have the employer contacts to provide not only the jobs of today but also information about the jobs of tomorrow. We need to know when they will exist, in what form and quantity, and, of particular interest to YOC's, what training will be required.

But how should employer accounts be assigned among the offices in a metropolitan area? Traditionally, responsibility for specific employers has been assigned on an industry basis. With the YOC serving all youth and cutting across the entire employing community, allocation of accounts became much more difficult.

After careful consideration, major and minor market accounts in the Phoenix area continue to be assigned to the Professional, Sales and Clerical, the Farm, and the Industrial and Service offices on the basis of industrial coding. No accounts are assigned to the YOC. Employer Services units were set up in each local office and the YOC to carry out employer relations, industrial services, and occupational analysis activities. The personnel of the units were given additional intensive training to insure that each employer relations representative, regardless of the office to which assigned, represents the *total* Employment Service. YOC employer relations activity largely involves discussion of specific applicants and job classifications.

Before making field visits or promotional telephone contacts with major market firms, the YOC employer relations personnel consult with the office to which the account is assigned. However, YOC employer relations representatives visit and make promotional telephone contacts to minor market firms without consultation with the other offices. The large number of minor market firms makes it unlikely that duplication of visits or promotional calls will be frequent. Joint meetings of Employer Services units from each office are held regularly to work out visiting schedules, promotional activity, and solution to problems. The interchange of job market information obtained from employer services activities is invaluable to placement, intensive service, and research in the YOC's.

When the Phoenix Youth Opportunity Center was opened, it became apparent that coordination of job market or manpower information would present a new set of problems and challenges to those responsible for the manpower information program at the State level. The YOC had three immediate problems: (1) It did not have a bank of information on the manpower and other resources of the area; (2) over half its staff was made up of counselors, most of whom were new to the Employment Service and had little knowledge of ES manpower information sources; and (3) it served a limited clientele requiring manpower information oriented specifically to its needs and problems.

The staff members of both the Field Operations Section and the Information, Research, and Development Unit in the State administrative office decided that the solution to these problems could be obtained through special training of the staff of the YOC and local offices serving the Phoenix metropolitan area. A Conference on Manpower Information was conducted by the agency's manpower research and information staff.

This conference was to serve two purposes: First, to impart a general overview of the scope of the manpower information program, the needs for manpower information, its sources, interpretation, and uses; second, to identify the types of information required by the YOC in its counseling and placement activities, and to describe the types of information available in the local offices as well as through the State office research staff. Discussion sessions, held on three consecutive Friday afternoons for a total of 7.5 hours, were led by the Manpower Economist, the Manpower Research and Information Supervisor, the Operations Research Supervisor, the Area Analyst, and the Farm Placement Analyst. The Manpower Information Specialists from each local office in the Phoenix metropolitan area also participated and everyone in attendance was drawn into the discussion.

Randolph Cooper, YOC liaison staff member, discusses job orders with Fannie Richey (left) and Ester Johnson of the Phoenix Professional, Sales, and Clerical staff.

Through the conference, some lines of communication were developed among the offices. The non-YOC offices send copies of all informational material they develop to the YOC. The Manpower Information Specialists serve as the communications links among the offices. An interchange of information is taking place with a minimum of State office direction. The conference developed an understanding among the participants that, although they work in separate offices, they are all working for one Employment Service and for the people and economy in the community.

(*Continued on page 59*)

Maryland's NEWSLETTER TO EDUCATORS

WILLIAM B. COATES

The educator, by virtue of his profession, surely has a direct line of influence and knowledge that shapes young people's lives and occupational goals. Recognizing the importance of getting our vocational information passed on to students, the Maryland Department of Employment Security began to develop a direct line to the educators who influence young people's thinking.

The Department's Employment Service Division's testing, counseling, and placement programs in the schools were chiefly for high school seniors and were limited by staff demands, insofar as supplying career planning and occupational information for younger students was concerned. Obviously the Service did not have the time and the staff to supply speakers on a regular basis to every junior and senior high school in Maryland, and yet up-to-date knowledge about job preparation and employment qualifications was sorely needed by students.

The educators realized this too and, during a statewide conference of school counselors held in the spring of 1964, it became evident that vocational guidance of high school students who were not college bound had become a major concern, particularly in view of the fact that entry-level jobs had become scarce, compared with the increasing student population entering the job market.

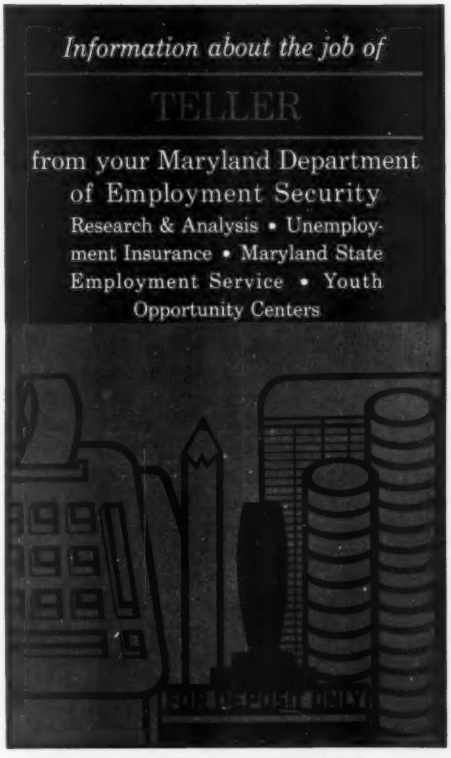
Nevertheless, technology, by creating new ways of doing things, has been developing new kinds of jobs that would be available to those with the proper educational preparation. In addition, a tremendous growth in the wholesale and retail trade and service occupations has been taking place. If, therefore, we at Employment Security could provide such information to educators who plan curricula or counsel students, a realistic relationship between employer needs and educational guidance could be fostered.

The solution suggested was a Department bulletin to be issued each month during the school year, in which employers' needs and occupational trends would be reported along with the activities of the youth programs operated by the Maryland State Employment Service.

The Department of Employment Security issued 1,500 copies of its first NEWSLETTER TO EDUCATORS—a four-page bulletin—in May 1964.

The Newsletter was mailed to senior high school principals, guidance counselors, and boards of education throughout the State. On the first page was "An Open Letter to Educators," from Stephen C. Cromwell, Executive Director of the Department of Employment Security, in which he stated the purpose of the new publication and invited suggestions and comments.

Our "Hire a June Grad" campaign, entitled "One Job Done . . . Ready for the Next," was featured and for the first time many school counselors learned of the Employment Service's strong and serious efforts to sell new graduates to employ-


Information about the job of
TELLER
from your Maryland Department of Employment Security
Research & Analysis • Unemployment Insurance • Maryland State Employment Service • Youth Opportunity Centers

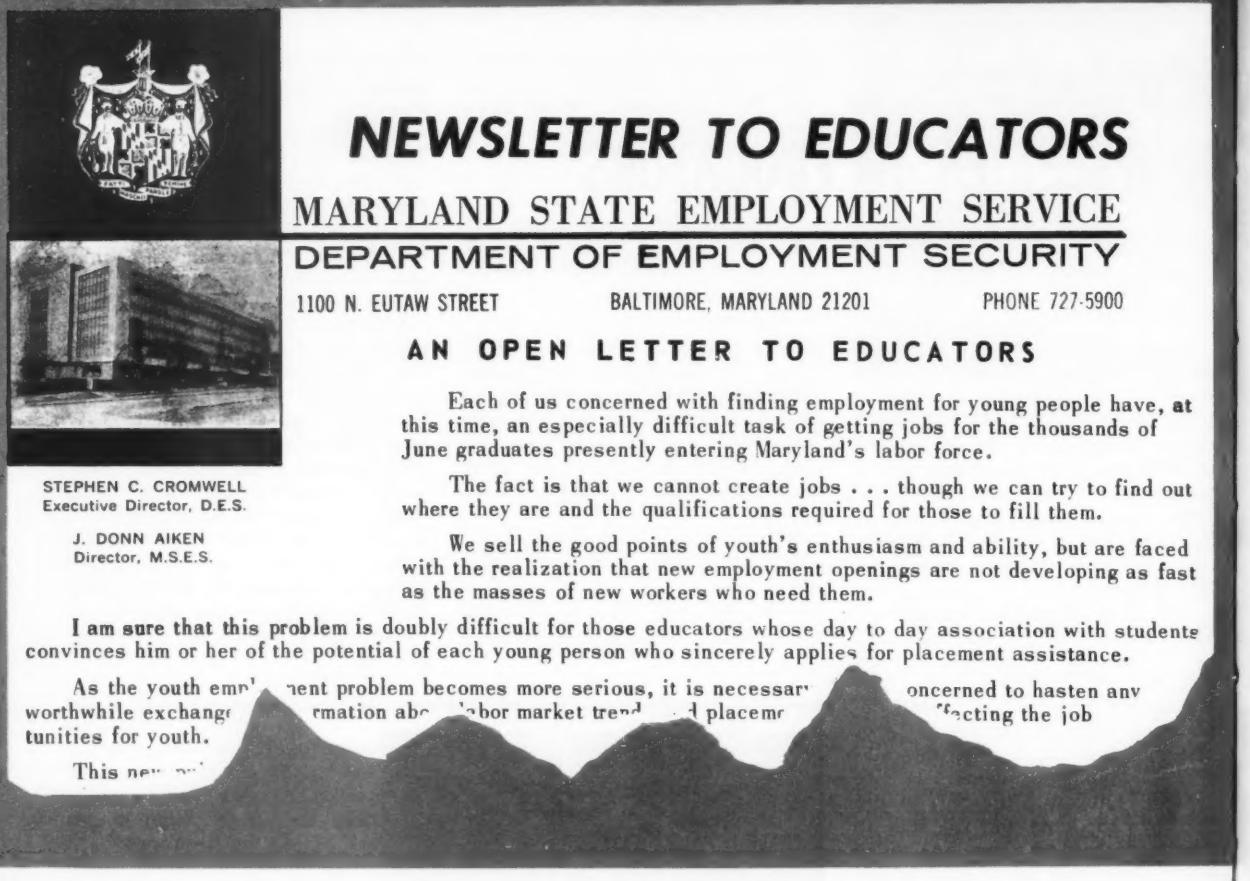
Tellers receive deposits and pay out withdrawals in a bank. They cash checks for customers, verifying signature and identification of the customer before making payment. After the bank closes to the public, the tellers complete settlement sheets showing the activities of the day. They also balance their day's accounts.

QUALIFICATIONS: Graduation from high school is required, and business courses are helpful. Legible handwriting and good arithmetical ability are looked for as well as ability to work quickly and politely with customers.

OPPORTUNITIES: Tellers may be employed in banks, savings and loan associations, personal loan companies and brokerage firms.

For more details see your school counselor.

William B. Coates is Manager, Public Information, Maryland Department of Employment Security.



NEWSLETTER TO EDUCATORS

MARYLAND STATE EMPLOYMENT SERVICE

DEPARTMENT OF EMPLOYMENT SECURITY

1100 N. EUTAW STREET BALTIMORE, MARYLAND 21201 PHONE 727-5900

STEPHEN C. CROMWELL
Executive Director, D.E.S.

J. DONN AIKEN
Director, M.S.E.S.

AN OPEN LETTER TO EDUCATORS

Each of us concerned with finding employment for young people have, at this time, an especially difficult task of getting jobs for the thousands of June graduates presently entering Maryland's labor force.

The fact is that we cannot create jobs . . . though we can try to find out where they are and the qualifications required for those to fill them.

We sell the good points of youth's enthusiasm and ability, but are faced with the realization that new employment openings are not developing as fast as the masses of new workers who need them.

I am sure that this problem is doubly difficult for those educators whose day to day association with students convinces him or her of the potential of each young person who sincerely applies for placement assistance.

As the youth emp[illegible]ent problem becomes more serious, it is necessar[illegible] oncerned to hasten anv worthwhile exchang[illegible]rmation abo[illegible]abor market trend[illegible]d placeme[illegible]fecting the job tunities for youth.

This ne[illegible]

The first issue of the Newsletter.

ers all over the State. They learned of the 55,000 letters mailed by the Employment Service soliciting job orders from industry and about the radio spots urging businessmen to hire June graduates. Most important, this Newsletter afforded us a chance to remind counselors that students should begin their job hunting early.

The back page featured an annotated list of the Department's informational literature available to educators, including our "Entry Occupations for Youth." This not only helped to move our materials to a receptive audience, but also was an excellent means of getting some indication of readership through the number of requests for our material.

With the first mailing came a sharp increase of mail and phone requests for the films and booklets publicized by the Newsletter.

With each letter came requests for more copies. All readership indications showed that we had found a medium through which we could tell our story to the people who have the attention of youth. As the Newsletter printing grew to 2,800 copies per issue, we grew concerned about the time-consuming efforts needed to keep mailing lists current. As a work-saving device, we decided not to attempt to get each school counselor's name, but to send a supply to each school simply addressed "Counselor." This has worked very well, although we still use the individual's name on the envelope whenever it is considered advisable and expedient.

The September issue was launched with a study of the dropout and the realities he begins to learn as he goes job hunting. The educators liked it and asked for more such ammunition to use with their potential dropouts.

Each Newsletter provides information and news about occupational demands and skill shortages and jobs affording new opportunities for youth. We have explained something about the Employment Service's aptitude tests and how we use them. Articles from various sources dealing with youth unemployment are related to local situations whenever possible.

However, the "meaty" part of the Newsletter was, and still is, supplied by Employment Service offices throughout the State.

A big story, important to the Department and of vital concern to educators, was our timely survey of occupational training needs of large and small employers in the Baltimore

(Continued on page 59)

Disadvantaged Youth Can Help Ease Manpower Picture

DORIS B. MATTHEWS

Handicapped by severe stuttering, this young man is finding self-satisfaction in his occupation as a meat cutter, a trade learned at the Youth MDT school. Approximately one out of every seven people in South Carolina is handicapped, indicating the need of effective utilization of these people in the job market.

Basic education combined with trade training to upgrade skills, and supplemented by good counseling guidance, are advocated here as a solution to the growing problem of skill shortages and youth unemployment.

Despite earlier warnings and direct evidence from job market trends, South Carolina's governmental and industrial leaders have suddenly been shocked into facing the grim reality that the State is on the very brink of a trained-worker shortage. During the past few years, the State has attracted its share of new and varied industry. Many of the jobs created by the influx of new industry have been filled by skilled and semiskilled craftsmen who had previously worked in establishments already in the State. Employers, both old and new, are realizing more and more the difficulty of finding qualified personnel. An alarming number of plants have had to abandon or greatly reduce plans for expansion, while many prospective employers have postponed or relinquished definite commitments to locate plants in South Carolina.

Numerous jobs, requiring varying degrees of skill, remain unfilled after many weeks. These jobs offer good pay and above-average working conditions so there is no lack of inducement to job applicants. Jobs are going unfilled because of the great demand for skilled workers and the scarcity of qualified applicants.

At the same time, a large reservoir of potential workers is not being utilized because of their lack of basic education and skill. According to the 1960 census, 28.8 percent of the adult population had completed less than 6 years of schooling. South Carolina's percentage of Selective Service rejectees is among the highest in the Nation. Governmental and business leaders are now reluctantly admitting that education, both basic and vocational, coupled with good guidance by counselors, offers the greatest hope of solving the dilemma.

Since a relatively large proportion of the State's labor force is in the younger age groups, steps must be taken to increase the effective participation of these groups. South Carolina's school system must realize the urgent need for maximum utilization of manpower resources. High school students need to acquire the basic skills of a trade as well as academic skills to be successful in the world of work.

The Columbia city school system has pioneered in this program by the establishment of one large vocational school to service its high schools. Other local school systems within commuting distance of the State-supported Area Trade School take advantage of this existing facility to furnish vocational training for their students. Educators report to the Employment Service counselors that the percentage of dropouts has lessened since the expansion of vocational training. Although the program is still in its infancy, rapid growth is an absolute necessity to meet job market demands.

This employee in the printing department of a local insurance company, is one of the many minority group members being hired in various departments. Minority groups represent approximately 35 percent of South Carolina's total population.

This graduate from Columbia's first MDT class for Youth Nurse Aide, has been successfully employed for more than 4 months in the emergency room of a local hospital.

Mrs. Doris B. Matthews is Supervisory Counselor, Columbia Youth Opportunity Center, South Carolina State Employment Service.

Records maintained by the Youth Opportunity Center in Columbia show that many young people are unemployed because they cannot meet the hiring requirements of employers, particularly mental standards as determined by written tests. Through joint planning and constant job development, employers are being educated to the fact that some of their current job specifications require excessive educational achievement for repetitious work. One local employer, who serves on the Advisory Committee of the Youth Opportunity Center, became sympathetic to the utilization of disadvantaged youth in industry and abandoned the use of any tests for hiring purposes. Results were lower turnover and improved work quality on repetitive jobs performed by youth with somewhat less than average educational achievement. Through similar employer education, the State can expand the use of trainable mental retardates and eliminate some now wasted human resources. Employers, school personnel, and Employment Service counselors must cooperate in recognizing potential capabilities in youth. In many cases, concentrated counseling and intensive training for only a short period can raise the functional level of a jobseeker or an underemployed worker.

Help Through MDTA

Some progress has already been made in South Carolina as evidenced by the Youth Manpower Development and Training Program, which began in Columbia in February 1965 and in Charleston in June 1965. For example, one young woman was employed as a maid at $20 per week until training as a nurse aide enabled her to be successfully placed at a local hospital at a salary of approximately $45 per week. A young man worked only part time as a cook in a second-rate night club until he began training as a meat cutter. Now he is employed at a salary of $240 per month.

The number of youth being trained is negligible in comparison with the needs of the area. However, proof that basic education combined with trade training raises the employment status of youth has created positive thinking on the part of the citizenry, and the State is now ready to move at a more rapid pace.

Although the State has no Job Corps camps, approximately 430 boys and a small number of girls have been placed in such training facilities in other States as a means of upgrading youth who need to be removed from their environment. Because of the length of assignment, few Job Corps enrollees have returned to the Youth Opportunity Center for placement services. However, Corpsmen who visited their homes during the Christmas holidays showed enthusiasm for the basic and vocational training they were receiving. Expansion of Job Corps training facilities will help maximize use of disadvantaged individuals.

The close cooperation of employers and training facilities is a "must." Employers can easily identify those of their employees who have the potential to absorb additional training to qualify for higher level positions. The Youth Opportunity Center can recruit and refer for training persons of lesser potential abilities to replace those who will be upgraded.

Community participation is essential to any large-scale upgrading effort. In Columbia, it is reflected in the work of the Community Relations Council and the Mayor's Youth Committee, now contemplating the sponsorship of an out-of-school Neighborhood Youth Corps project. In recent months, the Community Relations Council received a Labor Department grant for establishing a Guidance Center to give counseling and placement aid to underemployed and unemployed Negroes and other minority groups. Although not fully staffed, the Center began operation in December 1965. The Youth Opportunity Center views this facility as one which can supplement its services to disadvantaged youth.

Successful training for upgrading would bring into the active work force many young people who are now failing to meet employers' entry requirements. It would assure a continuing increase in maximum utilization of available manpower resources and ideally would result in placing persons with low capability in jobs requiring little skill. It would eliminate the prevailing fairly widespread use of persons with average or better potential learning abilities in menial jobs.

This method of combating our manpower shortage must be well coordinated in order to attain its goal. If some of the procedures employed fail, new methods must be developed rapidly. With continued efforts, we hope that South Carolina will soon have few young people unemployed as a result of mental or educational inadequacies.

Labor Area Information

(*Continued from page 24*)

- Loan companies use employment and unemployment information to help them decide the amount and duration of credit to extend in a specific area.
- Advertising agencies use job market trends to determine the price lines that should be emphasized in different areas. Higher priced items of a client's product are advertised in an area where the employment trend is rising, while lower price lines are featured where employment is going down.
- Transportation companies check rising and falling employment against changes in traffic loads to help reach decisions on initiating new buslines or curtailing services.
- Highway engineers check employment figures at strategic locations to help decide which of several alternative routes to use in peripheral highway construction.

The New Jersey Unemployment Compensation Law calls upon the administrative agency to take appropriate measures to reduce and prevent unemployment; to encourage the adoption of practical methods of vocational training; to assist in the establishment of reserves for public works to be used in times of depression; and to promote the reemployment of unemployed workers in every other way that may be feasible. To these ends, research studies are carried on and published.

MANPOWER TRENDS

Between January and February, the 60th consecutive month of unequaled economic expansion, employment increased more than seasonally among wage and salary workers and unemployment fell, instead of rising as usual. At 3.7 percent, the seasonally adjusted unemployment rate dropped below 4.0 percent for the first time in 9 years.

AREAS WITH LOW UNEMPLOYMENT AT 9 YEAR RECORD

February classifications of 150 of the Nation's largest employment centers regularly surveyed by the U.S. Employment Service and affiliated State agencies listed 132 major areas with low to moderate unemployment, compared with 121 a year earlier. Fifty major areas were designated as having unemployment under 3 percent of the local work force--the largest number of low unemployment areas for any month in the last 9 years. Major areas in substantial unemployment categories totaled 18, one less than in December 1965, and down considerably from 29 a year earlier. San Jose, Calif., shifted from a substantial to a moderate unemployment rating because of long-term job gains in electrical and nonelectrical machinery, services, and trade. Hartford, Conn., Tampa-St. Petersburg, Fla., Greenville, S.C., and Dallas, Tex. moved from moderate to low unemployment classifications, whereas Kenosha and Racine, Wis., shifted in the opposite direction--from low to moderate unemployment.

JOB ORDERS RISE; FEWER APPLICANTS

Public Employment Service offices made 452,300 placements in nonfarm jobs in January, 8.3 percent more than the year before. The increase was over 22 percent in unskilled jobs and nearly 14 percent in semiskilled occupations. About 904,800 persons filed applications for jobs, 25 percent fewer than a year ago and the smallest number for any January since 1960. Employers placed orders for 641,900 jobs, 5.5 percent more than in December and the most for January since 1951. However, qualified workers were unavailable for 321,900 openings, the largest number of openings left unfilled in January since 1947. Workers for 42,900 openings were sought by local offices in other areas in February--81 percent more than the 23,700 openings placed in interarea recruitment in February 1965. The 5,300 openings in semiskilled occupations were 230 percent above a year ago; 16,600 in skilled, 150 percent higher; 1,275 in unskilled, 94 percent higher.

PART-TIME EMPLOYMENT DOWN OVER YEAR

Following several months of exceptionally rapid growth, total employment (including self-employed, household domestic, unpaid family workers) expanded a less-than-seasonal 300,000 from January to 71.6 million in February. About 1.6 million nonfarm workers were on part time for economic reasons in February, down 300,000 from the preceding year. Job gains of nearly 2.1 million over the year included 900,000 for teenagers, 850,000 for women, and 300,000 for men.

UNEMPLOYMENT DROP UNUSUAL FOR FEBRUARY

Unemployment declined by 132,000 from January to 3.1 million in February. About 600,000, or 20 percent, of the unemployed sought part-time work. At 685,000, the number of persons unemployed for 15 weeks or longer was down 400,000 from February 1965.

UNEMPLOYMENT RATE FALLS TO 3.7 PERCENT

February's seasonally adjusted unemployment rate was the lowest since the 3.5 percent of November 1953. The teenage rate reached 11 percent, down from 14.5 percent a year ago and back to the level of late 1957 for the first time. The rate for nonwhite workers remained unchanged from January at 7.0 percent.

NONFARM JOBS UP NEARLY 9 MILLION FROM RECESSION LOW

Nonfarm payroll employment rose contraseasonally by 80,000 between January and February to 61.1 million. All major industry divisions except mining contributed to the gain of 2.8 million from February 1965. Manufacturing's 950,000 increase was the largest for February-to-February since 1952-53. Since the recession trough in February 1961, payroll employment has risen by nearly 9 million; more than half of the advance took place in the last 2 years.

FACTORY JOBS GAIN

Manufacturing employment, which usually changes little between January and February, rose by 140,000 to 18.4 million, a record for the month. The hard goods sector--especially machinery, electrical equipment, and transportation equipment--accounts for all of the nearly 1 million gain in factory jobs since last February. Four-fifths of the employment increase occurred among production workers.

RISE IN WORKWEEK

Average weekly hours for factory production workers increased 0.1 hour to 41.3 hours in February. Overtime was unchanged from January, but was the highest for February since the series originated in 1956. Hourly earnings remained at $2.67, but added hours brought average weekly earnings up by 27 cents to $110.27.

Employment Services Increase in 1965

VINCENT F. GEGAN

Local offices of the public Employment Service placed workers in 6,473,000 nonfarm jobs in 1965, achieving a gain of 3.1 percent over 1964 despite an ever tightening job market. Illinois, Indiana, Massachusetts, Michigan, New Jersey, Ohio, Pennsylvania, Texas, and Wisconsin were among the larger of the 39 States contributing to the increase. The overall advance stemmed entirely from the 14.7 percent rise in placements of persons under age 22 to a total of nearly 1.8 million for the year. For young men, the gain was even sharper—19.1 percent to a total of 1.1 million. Over half of the increase in placements of young men and young women was accomplished in June, July, and August, reflecting in part the stepped-up efforts under the President's Youth Opportunity Campaign.

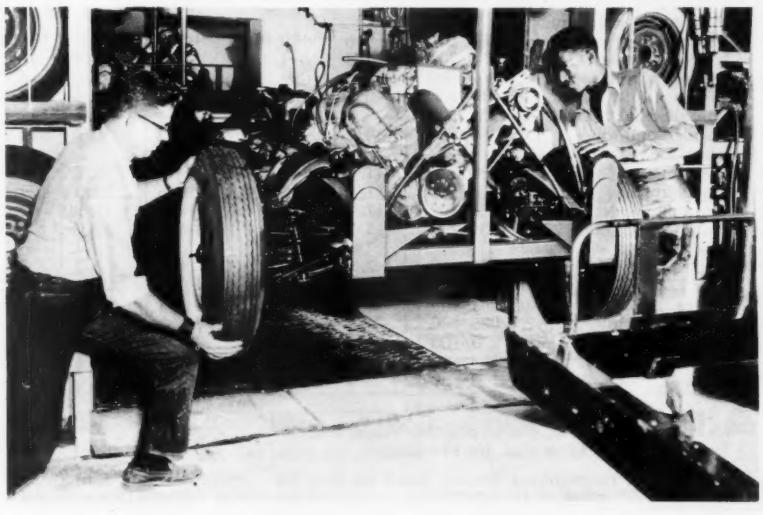
Although the number of new applicants for work increased slightly, the gain over 1964 was entirely from the youth group. Among adults, where most of the more qualified applicants are found, new job applications declined. During 1965, unemployment—especially of better educated and more highly skilled workers—also continued to fall. Joblessness among adult workers averaged 3.6 percent in 1965, compared with 4.3 percent in 1964. At the same time, 8.7 million job openings received in local offices in 1965 were 6.3 percent above the preceding year, while job openings remaining unfilled and cancellations during every month exceeded those in 1964 and in many instances set alltime records. A special survey in 1965 confirmed that more than half of all job openings unfilled for 15 days or longer, particularly in professional and skilled occupations, were pending because of a lack of qualified applicants. The ratio of unfilled openings at the end of each month to available openings during the month averaged about 30 percent a month during 1965, compared with an average of 26 percent in 1964. Preliminary findings from a new survey of unfilled openings on file with the public Employment Service offices, conducted in early January 1966, showed that 48 percent of the 300,000 unfilled job openings as of January 1 were on hand for 30 days or longer—indicating a comparatively tight labor supply. Almost two-thirds of the jobs in the professional and skilled categories remained unfilled for 30 days or more, mainly for lack of qualified applicants.

Placement gains in 1965 were scored in three of the major occupational groups. The largest was 10.1 percent in unskilled occupations to 2 million placements. The 927,900 placements made in semiskilled jobs were 8.9 percent greater, while the 267,300 placements in professional occupations reflected a 6.6 percent increase. In the other three occupational groups—clerical-sales, service, and skilled—placements declined.

Among industry divisions, placements in government, at 283,400, showed the largest relative gain—30.1 percent, reflecting in part the placement of youths in summer jobs under the President's Youth Opportunity Campaign. Manufacturing

Placements gained in automobile manufacturing.

General Motors photo



Vincent F. Gegan is in the Branch of Employment Operations Research, U.S. Employment Service.

A. T. & T. photo.

Placements in public utilities were 7.5 percent higher than in 1964.

Nonfarm Placements in the United States [1] and in 56 Largest Metropolitan Areas, by Occupation and Industry, Calendar Year 1965

Occupation and industry	Placements				Percent distribution	
	Total, United States	Percent change from year ago	Total 56 areas	Percent change from year ago	Total United States	56 areas
Total [2]	6,473,400	+3.1	3,195,300	+2.7	100.0	100.0
Occupation:						
Professional and managerial	267,300	+6.6	199,000	+7.2	4.1	6.2
Clerical and sales	958,700	−1.3	514,100	−1.8	14.8	16.1
Service	2,003,500	−2.5	1,094,200	−1.9	31.0	34.2
Skilled	316,100	−5.6	151,100	−6.3	4.9	4.7
Semiskilled	927,900	+8.9	400,200	+5.1	14.3	12.5
Unskilled and other	1,999,800	+10.1	836,800	+12.3	30.9	26.2
Industry:						
Construction	439,300	−1.0	141,200	−.9	6.8	4.4
Manufacturing	1,524,500	+11.2	689,000	+10.6	23.5	21.6
Durable goods	768,300	+17.8	374,200	+16.1	11.9	11.7
Nondurable goods	756,200	+5.2	314,800	+4.7	12.0	9.9
Transportation and public utilities	241,100	+7.5	101,500	+14.0	3.7	3.2
Trade	1,454,300	−.9	720,200	−.3	22.5	22.5
Services	2,361,400	−2.0	1,351,600	−1.3	36.5	42.3
Nonhousehold	1,085,400	+.9	639,700	+1.8	16.8	20.0
Household	1,276,100	−4.3	711,900	−4.0	19.7	22.3
Government	283,400	+30.1	115,100	+16.6	4.4	3.6
Other	169,600	+13.5	76,700	+15.0	2.6	2.4

[1] Includes Puerto Rico, Guam, and the Virgin Islands.
[2] Items may not add to total due to rounding.

SOURCE: U.S. Employment Service, based on data from affiliated State Employment Services.

placements, however, totaled over 1.5 million, and scored the largest numerical increase—153,700, or 11.2 percent. Three-fourths of the gain in placements in manufacturing industries occurred in the durable goods sector, mainly automobile and related hard-goods manufactures, where employment has been steadily expanding. Placements in transportation and public utilities and in miscellaneous services (other than household) also were higher than in 1964 by 7.5 and 1 percent. In construction, trade, and household services, placements declined somewhat from 1964.

SMSA's Placements Higher in 1965

Nonfarm placements totaled 3.2 million in the 56 largest Standard Metropolitan Statistical Areas (SMSA's) in 1965, up 2.7 percent from 1964. In these areas, gains in placements of 12.3 percent in the unskilled occupations and 7.2 percent in professional occupations exceeded the national rise, but the 5.1 percent increase in placements in semiskilled jobs was below that nationally. Placements in the other three occupational groups declined, as they did nationally. With about 115,000 placements in 1965, government recorded the largest gain among industry divisions in the 56 SMSA's—16.6 percent, a little over half the comparable national increase. However, the 14-percent rise to 101,500 placements in transportation and public utilities was nearly double the national rise. Other industry divisions followed the national pattern of change.

Farm Placements Continue Downward

Placements in farm jobs totaled 4.7 million in 1965, a 27-percent drop from 1964, and the sixth successive year of decline. This downtrend in farm placements parallels declining farm employment and reflects the increased pace of mechanization, improvements in farming methods, and the increased use of chemicals in crop cultivation. Some 1,164,700 of these placements were of young

(*Continued on page 57*)

FARM LABOR

Sources of Farm Labor in 1965

CORA S. CRONEMEYER

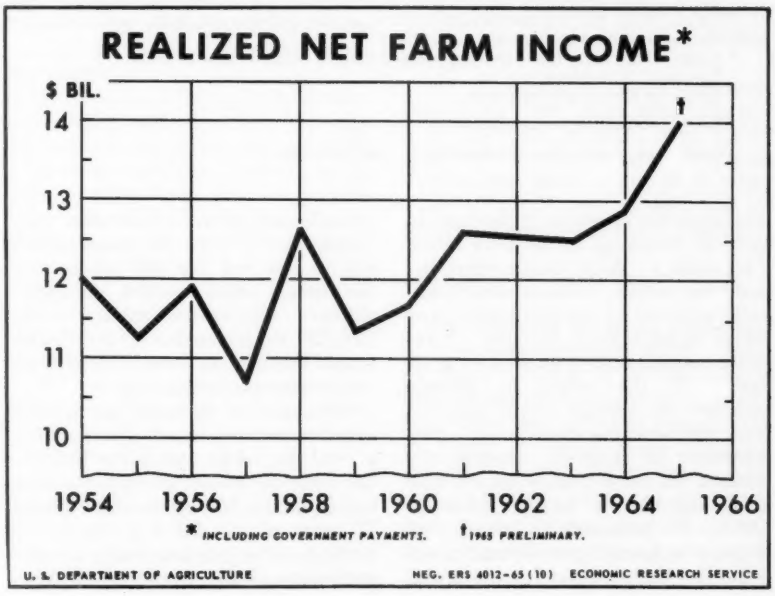
More jobs and higher wages for U.S. farmworkers were achieved in 1965, the first year after termination of Public Law 78, the Act which had authorized admission of Mexican contract workers. Domestic seasonal worker employment increased about 2 percent and the easing of competition from foreign workers was an important influence in the 5.6 percent rise from 1964 in the farm wage rate, compared with an average 1954 to 1964 rise of 2.9 percent per year. The U.S. Department of Agriculture reports that the hourly rate without room or board was $1.14 in 1965. At the same time, U.S. farmers earned the highest net income since 1952, and the small increases in prices of some products formerly produced by foreign workers did not add significantly to the rise in the average family food bill. (See article entitled "Farm Labor Costs and Food Prices, 1964–65," EMPLOYMENT SERVICE REVIEW, March 1966, p. 58.)

Since Public Law 78 was terminated at the end of 1964, the admission of foreign workers for temporary employment in agriculture has been governed by the Immigration and Nationality Act of 1952. To implement the responsibilities delegated to him under this Act, the Secretary of Labor issued regulations governing applications for foreign agricultural workers. These regulations specified wage levels consistent with the principle that foreign workers should not be admitted under circumstances that would adversely affect domestic wage levels. They also set certain standards in regard to other working conditions. In issuing these regulations, the Secretary made it clear that this action did not imply that there would be any large-scale use of foreign workers in the future. "All that is warranted," he said, "is that there be responsible action—to effect an orderly transition to the use of U.S. workers in these areas where reliance has previously been placed on foreign workers."

In accordance with this policy, jobs formerly filled by Mexican nationals were first made available to U.S. residents. Employers were not permitted to import Mexican workers unless they had hired all domestic workers available to them at the wages and working conditions specified by the Secretary's regulations. In contrast to the 177,700 Mexicans admitted during the final year of Public Law 78, only 20,300 were admitted in 1965. Employers seeking to bring in farmworkers of other nationalities were required to abide by the same regulations which apply to those requesting Mexican workers. Admissions of workers of other nationalities droped from 22,300 in 1964 to 15,600 in 1965.

Every effort was made by the U.S. Department of Labor and by State employment security agencies to spread the news about the jobs opened up by the curtailment of foreign-worker employment and about wage increases. This involved not only greatly expanded publicity but, in some instances, door-to-door canvasses.

Domestic seasonal worker employment in 1965 increased by 140,700



Cora S. Cronemeyer is Assistant Branch Chief, Office of Farm Labor Service, Bureau of Employment Security.

Estimated Man-Months of Seasonal Hired Labor by Crop and Origin of Worker, 1965 and Changes from 1964 (in thousands)

Crops	Man-months of seasonal-worker employment 1965							
	1965			Change from 1964				
				Total domestic and foreign	Domestic			Foreign
	Total	Domestic	Foreign		Total	Major user States [1]	Other States [2]	
All activities	8,079.0	7,969.9	109.1	−384.1	+140.8	INA	INA	−524.8
Major user crops, total [3]	6,225.1	6,117.5	107.6	−675.2	−196.6	+248.5	−445.0	−478.6
Tomatoes	311.6	289.9	21.7	−33.5	+35.3	+30.1	+5.2	−68.8
Lettuce	99.7	99.4	0.2	−22.8	+44.8	+40.5	+4.3	−67.6
Cucumbers	103.9	103.7	0.2	−1.6	+27.1	+23.8	+3.3	−28.7
Celery	39.1	36.4	2.7	−5.3	+6.4	+6.0	+0.4	−11.7
Asparagus	48.9	47.7	1.2	−11.6	−1.3	+1.9	−3.2	−10.3
Beans	221.1	221.1	0	−42.0	−35.6	−2.1	−33.5	−6.4
Potatoes	242.3	237.8	4.5	−4.3	+0.1	+0.8	−0.7	−4.5
Other vegetables	752.8	750.4	2.4	+51.5	+85.5	+16.9	+68.6	−34.1
Citrus fruits	343.0	328.9	14.2	+23.2	+78.1	+80.7	−2.6	−54.9
Strawberries	235.5	229.3	6.2	−73.0	−36.8	+14.5	−51.2	−36.3
Melons	63.6	63.6	0	−1.1	+17.3	+15.3	+2.0	−18.4
Grapes	187.4	186.7	0.7	+7.8	+13.0	+11.9	+1.1	−5.2
Apples	132.0	129.3	2.7	(4)	+2.3	−1.5	+3.8	−2.3
Cotton	1,217.3	1,217.3	0	−552.1	−486.9	−23.0	−463.9	−65.2
Sugar beets	143.6	143.6	0	−17.0	+14.9	+14.6	+0.4	−31.9
Tobacco	781.8	775.5	6.2	+14.6	+23.2	+7.6	+15.6	−8.7
Hay and grain	679.9	679.9	0	+4.9	+13.1	+9.7	+3.4	−8.3
Irrigation and ground preparation	294.6	294.6	0	+3.8	+9.9	+2.8	+7.1	−6.1
Livestock [5]	233.7	233.7	0	−3.9	+0.5	−1.2	+1.7	−4.4
Sugarcane	93.2	48.4	44.8	−12.5	−7.7	−0.8	−7.0	−4.8
All other activities	1,853.8	1,852.4	1.5	+291.2	+337.3	INA	INA	−46.2

[1] States which accounted for virtually all of the foreign-worker employment in the specifice crop in 1964.
[2] States which did not use foreign workers in any activity and States which used foreign workers on other crops, but none, or very little, in the specified crop.
[3] Crops which used 4,000 or more man-months of foreign labor in 1964.
[4] Less than 50 workers.
[5] Excludes Basque sheepherders.

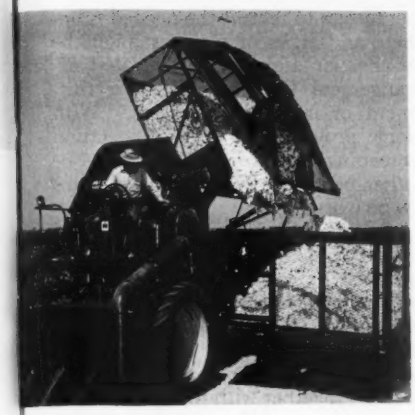
INA = Information not available.

NOTE: Due to rounding, figures may not add to totals.

man-months, or about 2 percent, in spite of shrinking demand for labor. (See table.) As in former years, the need for cotton workers was drastically reduced by mechanization and other technological changes. Temporary conditions, such as lower acreages and the effect of adverse weather on certain crops, also cut back the need for farm labor. Employment of domestic workers decreased in most States which had used little or no foreign labor in 1964. It increased in nearly all States which could provide additional jobs for them through substantial curtailment of foreign-worker employment. On the 20 crops which had accounted for 92 percent of the foreign labor in 1964, domestic-worker employment expanded by 248,500 man-months in the States where the foreign workers had been used on the particular crop.

Expansion in domestic farmworker employment was mainly from among several special groups in the U.S. labor force for whom job opportunities are limited. Young workers under 22 years of age filled a substantial portion of the jobs vacated by foreign nationals. State employment security agencies reported over 1.6 million placements of young people in farm jobs. Availability of farm jobs was especially important in 1965, when the increase of teenagers in the labor force was an unprecedented 492,000 following other large expansions of this group in previous years of the 1960 decade. Farm jobs were an important source of employment for rural youngsters as well as for young people from urban areas with limited or no work experience.

Jobs were filled in the harvests of Arizona, California, and other States by Reservation Indians. Of the



Cotton mechanization drastically reduced the need for cotton workers.

many special-worker groups in our society, probably none has such a high unemployment rate as this group. Special studies have revealed that employment is available to only a small fraction of the Tribal labor force of some Reservations, although Indians have a background of experience in farm occupations.

The Florida citrus orchards and the tobacco fields of Connecticut provided jobs for Negroes whose unemployment rate is twice as high as that for white workers. Many in the rural South are descended from generations of cotton workers who, dislodged from their established way of life by the cotton-harvest machine, often have trouble adapting to the nonfarm economy.

Migratory workers, one of the most depressed groups in our society, formed part of the additional farm work force that replaced foreign workers in practically every area where foreign workers had been used. Piecing together a series of short-term jobs, migratory workers suffer from frequent spells of unemployment and low wages. In 1965, average employment of these workers was 9 percent higher than in 1964.

Thousands of Puerto Rican farmworkers are unemployed after the sugarcane season ends in the spring. Some migrate to mainland farms on their own initiative, while others have been brought in under a contract-worker program which began in 1947. The 17,400 contracted to work on mainland farms in 1965 was the largest number in the history of the program. As replacements for foreign workers, they worked primarily in Connecticut tobacco, but a few were flown as far as California.

LOCAL OFFICE ACTIVITIES

(*Continued from page 54*)

people, with more than half—about 816,500—made in June, July, and August.

Youth Applicants Rise Nearly 15 Percent

New applications for jobs filed in 1965 in Employment Service local offices totaled 10.9 million, 1.4 percent higher than the year before. The 14.8 percent increase in applications from youth under age 22 accounted for the overall gain. The number of new youth applicants was nearly 4.3 million. As with placement, much of the increase in applications from youth occurred in the summer months during the Youth Opportunity Campaign. Special services provided to youth in the newly created Youth Opportunity Centers, as well as under the Selective Service Rehabilitant and Neighborhood Youth Corps programs, also contributed to the gain in youth applicants.

In 1965, 9.1 million of the civilian labor force were youths under age 22, 4.8 percent more than in 1964, whereas the number of adults in the civilian labor force rose 1.5 percent to a total of 66.5 million. Unemployment among youth dropped 6.3 percent to average 1.1 million in 1965, but while youth constituted only 12.1 percent of the civilian workers, they accounted for 33 percent of the unemployed. During 1964, young people accounted for smaller proportions of the labor force—11.8 percent—and of all unemployed—31.4 percent.

Applications From Adults Decline

In contrast to the rise in applications from youth, the number of adults registering for work declined between 1964 and 1965. In the age 22–44 group, 4.7 percent fewer filed applications, while in the age 45 and over category, new applications decreased by 8.9 percent. The decline in unemployment among these two age groups was about double the drop in new applications filed in local offices—9.9 percent in the 22–44 group and 17.6 percent among those 45 and over.

Counseling and Testing Expand

In 1965, Employment Service counselors held some 2.2 million counseling interviews, 9.4 percent more than in the preceding year. Included in this total were 1,272,600 individuals who were counseled for the first time, a 6.5 percent rise over 1964. Youth under age 22 accounted for 781,700 of the persons who received initial counseling, up 11.2 percent from 1964. Nearly half of these youth were counseled under the cooperative high school outreach program. The extensive school program and the overall intensification of services to youth under other special programs accounted for the large proportion of youth applicants counseled—about 1 out of 5, compared with 1 out of 13 adult applicants. Some 171,800, or 1 of every 7 individuals counseled in local offices, were prospective MDTA trainees.

Nearly 2.6 million aptitude and proficiency tests were administered, a 9.9 percent increase over 1964. High school seniors and dropouts were given about 1 out of 6 tests, while 1 out of every 11 tests was of persons under the MDTA program.

Job Corps Referrals

The Office of Economic Opportunity requested referral by the Employment Service of 50,500 candidates to the Job Corps between January, when the program began, and the end of 1965. State agencies screened and tested 90,700 candidates, of whom 47,000 or 51.8 percent, passed all tests of applicant eligibility and were referred to the Job Corps.

Farm Labor . . .

Improving Interstate Recruitment

FREDERICK M. MITCHELL

In an article in the January 1966 issue of the EMPLOYMENT SERVICE REVIEW, the author discussed the overall recruitment program by which Michigan eliminated foreign workers from agricultural employment during 1965. Speaking at the National Farm Labor Conference in San Antonio in January, Mr. Mitchell detailed the Michigan experience. This article extracts his recommendations for interstate recruitment of seasonal workers, a vital element in the Michigan labor supply.

Now that the elimination of foreign labor from the Michigan agricultural scene is an accomplished fact, it is sincerely hoped that the industry can see its way more clearly to a more effective utilization of the available domestic farm work force. In many ways, 1966 can be just as frustrating and difficult as 1965 was—and it will be if we let our outlook be dulled or obscured by the mists of wishful thinking, prejudice, preconceived ideas and generalizations. One would have to be extremely naive to imply that solving the labor supply problem from now on will be easy, but we are betting that with cooperation, better planning and utilization, more effective management and supervision, and a healthy application of good old-fashioned ingenuity in the field of mechanization, the job will be done.

Toward that end, I'd like to offer the following recommendations for improvement of interstate recruitment in both the demand and supply areas.

With respect to predesignated orders, about all we can say is that orders should be placed as early and be as complete as possible and replies from supply States should be as prompt as possible to permit reassignment or adjustment. In view of more rigid enforcement of the Crew Leader Registration Act, this year the Government may have to play a more effective role in facilitating insurance coverage, even to the point of possibly serving as the carrier itself.

With respect to recruiting on open orders, last year's experience taught us a lot. Wherever and whenever possible, we recommend use of the positive recruitment team method with participation from the supply State, the demand State, *and* an authorized and accredited representative of the employer or employers, as the case may be. As effective as the positive recruitment team method can be, however, much of its benefit is lost if there is too great a lapse of time between interview or acceptance and the pickup of the workers. In our own experience, less than 10 percent of one group that signed up in May actually appeared on the company's payroll when needed in mid-July.

We recommend the use of visual aids, particularly short movies or slides, to illustrate the exact nature of the job and working conditions.

It has been suggested that the technique of obtaining special representatives to recruit the needed numbers and types of workers might be a cheaper and less complicated arrangement than our direct recruitment of individual workers. With some provision for pretransportation screening by Farm Labor Service or other personnel, this approach seems to be worth a try.

Scheduled pickups of assembled workers must be made at the appointed time. Failure to do this is not only extremely annoying to all concerned, but also results in a significant loss of potential workers. The undependability of some private haulers together with the appearance, if not the condition, of their equipment suggests that it might be better, perhaps even cheaper, to utilize common carriers.

While on the subject of transportation, we would like to suggest some method of "final filtering" of the workers who are to be loaded onto the buses. For reasons that no one seems to know, or admit, certain obviously unqualified individuals whose names never appear on any manifest, or list, or order, and who (as far as any records are concerned) apparently never even got on the bus at all, still are among those present when the bus unloads at its Michigan destination. I do not know what causes this strange phenomenon, but I do know it causes all kinds of trouble with the employer and between the States involved.

In a similar vein, some technique should be developed to deal with or prevent the "freeloaders" who accept transportation to wherever they may be going but walk off as soon as the bus is unloaded and are never seen again.

We believe these situations can be at least partially controlled or eliminated if the following steps are taken: First, reduce the necessity for last-minute "crash" loading by the processes already mentioned, that is, setting selection and pickup dates closer together and picking up workers on schedule.

Arrange to have an authorized representative on hand to check the loading of workers onto the bus. This could mean a representative of the demand State or even the employer, if necessary.

Frederick M. Mitchell is Director, Employment Service Division, Michigan Employment Security Commission.

Schedule arrivals (if possible during daylight hours) so that Farm Labor Service personnel can be on hand to check in the workers. This obviously requires advising FLS people when and where the workers will arrive.

Be prepared for the workers' arrival so they can be received, assigned, indoctrinated, and "bedded down" before they have any chance to wander off.

An organized, centralized system for handling complaints, coupled with an educational program pertaining thereto, for workers and employers is strongly urged. Attempting to resolve complaints after the workers have left the State or the job (sometimes months after) generally is most unsatisfactory to all concerned. A regularly stationed Domestic Compliance Officer, available on call for exit interviews at the time workers are leaving either the job or the State, would be of considerable assistance in this respect. Or such an individual stationed at rest camps or at designated Farm Labor Service offices might perform the same needed function. At any rate, Michigan is about ready to "blow the whistle" on handling complaints after the parties have left and true facts and circumstances cannot be ascertained.

Recruiting in general being as difficult, involved, and expensive as it is, "pirating" of workers by unauthorized agents has become such a problem that Michigan is contemplating the enactment of an Emigrant Agent Law to control such raiding, particularly when our own needs are so acute.

Notwithstanding the effectiveness of the Annual Worker Plan in scheduling farmworkers, it is a fact that groups of unscheduled workers continually show up at our Farm offices seeking assignments. These people are not only ready, willing, and available for immediate assignment but frequently also in dire need. What we suggest is a high-speed centralized clearance system whereby the availability of groups of workers and openings can be instantaneously reported and matched. Such a system would considerably reduce the amount of costly and unproductive freewheeling of workers in search of jobs and at the same time reduce the possibility of crop losses.

MARYLAND NEWSLETTER

(*Continued from page 48*)

metropolitan area. The Newsletter enabled us to report highlights of the survey and to make available copies of the published findings.

Toward the end of the school year, something new occurred that gave the Newsletter a broader coverage and a larger meaning. The enormous development of special social, educational, and welfare services for youth under Federal programs was in full swing; many of them, such as MDTA and the Neighborhood Youth Corps, are administered by the Employment Service.

In addition, we had opened an Apprenticeship Information Center and, later, the Baltimore Youth Opportunity Center. The Newsletter heralded these events and immediately provided first-hand information about the functions and goals of these special services. As a result, almost every social and welfare agency in Baltimore began calling and requesting up to 50 copies of each month's Newsletter.

In September 1965, we had to expand our printing to 3,500 copies. Counselors' thirst for more information about specific entry-level jobs inspired us to develop a series of illustrated inserts, each describing the duties, qualifications, and educational requirements for specific jobs. Each month, a different occupation is featured and the insert is folded within the Newsletter. These pamphlets are being posted on school bulletin boards for students to read.

In February of this year we gave the Newsletter a new face . . . a bright banner of color identifying not only where the Newsletter comes from, but also the varied and important activities that make us a major service agency for educators, students, and all who are concerned with the preparation of youth for productive and satisfying work.

COORDINATING JOB ORDERS

(*Continued from page 46*)

The conference has not solved all the problems. There is still the need to develop the specialized types of information that youth need. A library is being established at the YOC with all of the latest manpower informational material available. The State research staff is preparing a series of occupational and job market publications oriented specifically for youth.

To assist in coordination of manpower information, a local office guide to the Manpower Information Program is being prepared which will identify (1) communications channels between the YOC, other local ES offices, and the State office research staff; (2) sources of manpower information; and (3) how to interpret and use this information.

Training has not ended with the conference. Plans call for additional and more extensive training on manpower information to be held at least every 6 months with the YOC and at least once a year with selected staff from the YOC and other Phoenix area offices. It is also planned that the Manpower Information Specialists from all offices will meet once a quarter with the State office research staff to discuss informational needs as well as to improve communications and resolve problems of the exchange and coordination of manpower information.

COOPERATION AND COORDINATION

(*Continued from page 44*)

When the results were in, there were 172 placements, 53 made by the YOC and 119 by the local office.

Of the 621 placements made by the YOC during the first 4 months of its existence, 128, or one-fifth, were on orders passed on to the YOC by the local office. This is in itself, evidence of the coordination between the placement interviewers in both offices during the transition period when new procedures were being worked out to implement the learning by all employees of a new concept of service for all applicants.

The Manpower

The intensified search for technical and skilled manpower became a national concern during 1965. As tightening local job markets accompanied the Nation's continuing economic expansion, Employment Service measures of labor supply and demand reflected increasing difficulty in recruiting qualified workers in a wide variety of occupations.

In December 1965, employers listed more job openings with local Employment Service offices than in any other December since the end of World War II. Employment Service placements were on the rise. The 462,000 placements made in December 1965 were almost 7 percent above a year earlier. Reflecting the difficulty in finding qualified workers, however, ES openings remaining unfilled and openings canceled were also at the highest levels for any December since 1946.

Occupational stringencies were geographically widespread and industrially diverse. Toward the end of 1965, specific manpower shortages were reported by almost two-thirds of the Nation's 150 major labor areas, compared with about half of all areas a year earlier.

Locally hard-to-fill openings extended into interarea recruitment by the State Employment Services reached a 9-year peak in December. Jobs listed in all broad occupational groups exceeded year-earlier levels in each month of last year. From a 17-percent over-the-year increase in January 1965, the rate of increase accelerated to 65 percent in December, when openings in interarea recruitment reached a total of 36,800. Stepped-up needs were mainly in a few major durable goods industries: Shipbuilding and repair, heavy machinery and equipment, aerospace, fabricated metals, and automobile manufacture.

Greatest increases in locally unmet needs throughout 1965 were for skilled workers—mainly metalworkers, electricians, aircraft assemblers, pattern and model makers, plumbers and pipefitters, and many kinds of mechanics and repairmen. By the final quarter of 1965, relative demand by skill level had shifted to a pattern that has not been evidenced by interarea recruitment at any other time since the close of the Korean conflict. The number of skilled openings surpassed that of professional openings; openings for unskilled workers reached the level of openings for clerical and sales personnel. The skilled and professional groups accounted for 38 and 31 percent, respectively, of total openings in December 1965, compared with 29 and 48 percent a year earlier. The clerical and sales and the unskilled groups each accounted for 6 percent of all openings. Unskilled openings were close to four times the year-earlier level while clerical and sales openings rose by less than one-quarter.

Engineers Head List

Chief categories of occupational shortages at this time appear to be engineers, scientists and technicians, skilled and semiskilled metalworkers, medical and health service workers, teachers and college instructors, certain craftsmen such as plumbers and pipefitters, and various categories of repairmen and service workers.

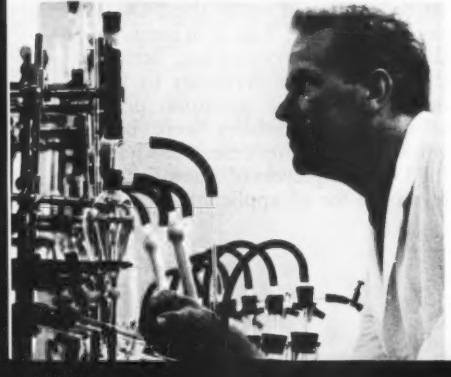
Stepped-up demand for engineers and supporting personnel—draftsmen and qualified technicians—in important industrial centers had been noted since the fall of 1964.

The stringent needs for physicians, surgeons, registered

Factors providing the market stimuli during 1965 included increased Government contracting, a rise in unmet needs for Federal facilities in various parts of the country, a continued high level of production in durables manufacturing, and the growth of research and development activities relating to medical and educational services.

USDA photo.

Employers have maintained high specifications for technical personnel, including chemical engineers.



Search: 1965

NORMA F. AUSMUS

Hard-to-fill openings for teachers and college instructors for the 1965–66 academic year were well above the previous year levels.

surgeon tered and practical nurses remained unrelieved.

Stringencies were cited more frequently for engineers than for any other occupation in reports from 150 of the Nation's major industrial centers. Mechanical and electrical engineers led the engineering specialities sought in over 50 separate areas this year as well as a year earlier. Major industrial areas reporting shortages of qualified engineers included Los Angeles-Long Beach, San Francisco-Oakland, Boston, Detroit, Chicago, Cleveland, St. Louis, Seattle, Milwaukee, and the District of Columbia.

Reflecting rising difficulty in finding draftsmen and designers with specific skills and experience in many of the Nation's employment centers, the number of major areas reporting such shortages increased by more than one-third to over 40. Los Angeles-Long Beach, Philadelphia, Chicago, and Atlanta were among the major areas with stringencies for draftsmen.

As 1965 drew to a close, reports on locally unmet needs for engineers, scientists, and technicians indicated that geographically widespread and industrially diverse recruitment for these workers was on the rise. All but three States were utilizing the interarea recruitment system of the Employment Service network to seek engineers, while openings were listed for draftsmen in 42 States, and for chemists in 33 States.

Despite the current tightening of the job market for technical personnel, employers have continued to maintain the rigid hiring specifications in job orders that have characteristically resulted in a mismatch between the qualifications of jobseekers and the specific training and experience required by employers of chemical, civil, electrical, industrial, and aeronautical engineers; physicists; mathematicians; draftsmen; and other supporting technicians.

The close relationship of stringencies in these occupations with cyclical movements of the economy and with changing patterns of defense, plant and equipment, and consumer goods manufacturing was reflected in 1965 in employer emphasis on production, design, and testing skills, and preference for applicants who were recent college graduates over applicants with experience in unrelated lines.

Metalworker Needs Rise Most

Locally unmet requirements for skilled craftsmen and semiskilled production workers more than doubled during 1965, as evidenced by reports from the major labor areas and by job openings placed into interarea recruitment by State Employment Services. The search for skilled metalworkers predominated, with machinists heading the list of hard-to-find craftsmen.

Interarea recruitment for machinists approached the highest level since the Korean conflict. Indications were that employers were availing themselves of job breakdown and skill-dilution techniques and were also stepping up participation in on-the-job training programs. Highly skilled job setters were being sought in increasing number, and at the same

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Characteristics of Shortages

It should be recognized that "shortage" is a relative term with varying implications. Shortages may be large because the work force in the specific occupation is large, e.g., metalworking occupations. Shortages may be critical because lengthy education and experience are required, e.g., bacteriologists engaged in medical research. Shortages may exist in some labor areas while qualified workers are available in other areas. Shortages may exist side by side with workers who are in need of employment within the same general occupational group because specialized skills are required for specific job openings. Los Angeles-Long Beach, for example, recently reported soaring demand for draftsmen experienced in structural design on helicopters although some other types of draftsmen remained unemployed.

Shortages may be present because of low wages, undesirable working conditions, or restrictive hiring practices concerning age, sex, and education. Shortages present under a 40-hour workweek may disappear when scheduled hours are increased to 42. Some shortages are frictional, stemming from high turnover rather than insufficient supply, e.g., clerical jobs frequently held by women.

Another way of describing occupational shortages is in terms of whether production and service goals are being met. Intensive utilization of a plant's or industry's available labor force often provides an acceptable solution to the immediate problem of increasing output despite difficulty in recruiting workers. In the tight job market situations that currently prevail, many employers are finding they can raise their sights sufficiently, for the time being at least, by relaxing hiring requirements, raising entry wage rates, extending working hours, breaking complex jobs down into simple components, and increasing on-the-job training. Longer term adjustments might well necessitate other steps in addition to personnel expansion. The introduction of improved technology, the expansion of plant capacity, and the development of sources of raw material will also directly affect the ability of industry to meet the demand for goods and services.

time, requirements for semiskilled metalworkers—mainly general machine operators—were expanded. Unfilled openings for machinists and machine tool operators were concentrated in labor areas producing heavy machinery and steel products such as Pittsburgh, South Bend, Chicago, Milwaukee, and Los Angeles-Long Beach.

Besides machinists, other widely sought metalworkers were tool and die makers, turret lathe and milling machine operators, sheet metal workers (including specialists in aircraft), structural steelworkers for construction, shipfitters, boilermakers, and arc welders.

Stringencies for other craftsmen were also widely reported. Prominent were needs for electricians (including specialists in shipbuilding), major and subassemblers for aircraft, pipefitters for both construction and shipbuilding, and mechanics and repairmen of many kinds.

Qualified mechanics and repairmen were reported in short supply by more than one-fourth of the reporting major labor areas as long-standing shortages persisted despite widespread Manpower Development and Training Act programs undertaken to alleviate such stringencies. Included were aircraft mechanics in short supply in such centers as San Francisco-Oakland, Los Angeles-Long Beach, New York City, Providence-Pawtucket, and Phoenix.

Isolated Unskilled Shortages Developing

As 1965 drew to a close, many unskilled jobs were going unfilled because the pool of locally available labor meeting current employer specifications was being depleted. Hiring requirements still frequently included high school graduation or its equivalent. In addition, many unskilled jobs went unfilled because of some combination of such deterrents as low wages, lack of prestige, unpleasant working conditions, and limited advancement opportunities.

Instances of sizable rises in localized shortages of unskilled workers were reflected by interarea recruitment activities. Although still relatively small, total unskilled openings more than tripled in the last quarter of 1965. The 2,000 openings in December 1965, were close to four times the level of a year earlier. The out-of-area search was concentrated on laborers to work in the manufacture of a variety of durable and nondurable goods. Added toward the close of 1965 were localized needs in the manufacture of transportation equipment—mainly automobiles—and food products—mainly poultry and bakery goods.

Broadened Range of Health Worker Needs

While production-related needs dominated the substantial rise in occupational stringencies during 1965, needs expanded also for health service workers, teachers and college instructors, and social workers.

As schools throughout the Nation arranged staffing for the September 1965–June 1966 academic year, hard-to-fill needs were well above year-ago levels, particularly for secondary school teachers and college instructors. When the new school year got underway in the fall, all kinds of teachers were still in demand in 37 States. Specialties being sought included remedial reading, early childhood education, and industrial arts.

Unmet needs for professional and auxiliary medical service workers

More than 40 major areas reported shortages for draftsmen and designers.

Chrysler Corp. photo

Manpower needs were stepped up in the manufacture of automobiles.

have continued unabated despite advancing technology and restructuring of jobs to permit skill dilution. New technology, in fact, has also contributed to an expanding need for workers.

For example, the introduction of new equipment for the detection, treatment, and cure of disease has led to the emergence of new occupational specialties requiring developmental personnel versed in the medical arts and electronics. The operation of highly complex new equipment requires the services of highly specialized technicians, such as the electromicroscopist.

To relieve the shortage of professional nursing staff, more routine

Many unskilled jobs were going unfilled because of employer specifications or the nature of the work.

tasks are being performed by licensed practical nurses, ward attendants, and nurse aides. However, low wages, unfavorable working conditions, and transportation problems often adversely affect the recruitment of these workers.

Besides shortages of physicians and surgeons, trained and practical nurses, and hospital attendants, other long-standing medical service stringencies have also continued unrelieved. The supply of medical technologists, certified by the Registry of Medical Technologists of the American Society of Clinical Pathologists, falls far short of the needs of expanding medical facilities serving a fast-growing population. Psychologists, qualified pharmacists, physical and occupational therapists, dieticians, and bacteriologists, and dental hygienists also remain widely sought.

Shortages in Other Occupations

Briskly rising demand for production-related personnel and expanding requirements for health, education, and welfare workers were accompanied by increases in locally unmet needs for clerical and sales, service construction, and other semiskilled workers in addition to metalworking machine operators. Many areas were reporting continuing or developing unfilled demand for secretaries and stenographers, electricians, plumbers, carpenters, and sewing machine operators. Unfilled clerical openings were often associated with the high turnover rate attaching to the predominantly female work force in such occupations. The seasonality of construction work and apparel manufacture added to recruitment difficulties in those industries.

NOTE: This U.S. Employment Service appraisal of current occupational shortages is based on information available from its operating programs in December 1965. Current information on occupations for which there are worker shortages is regularly available through the labor area reporting and interarea recruitment programs. Area Labor Reports are prepared monthly and provide information on local labor supply and demand in 150 major metropolitan areas. Inventories of job openings placed in interarea recruitment (a process of matching workers in one area with jobs in other areas) by State Employment Services are prepared biweekly. They indicate the volume, trend, and types of current occupational shortages in local areas. A supplement—Labor Supply and Demand Summary—provides additional information on skill shortages and surpluses within the various States.

In addition, since evidence of local labor demand is a prerequisite for federally financed training, records on training and placement by occupation under the Manpower Development and Training Act were appraised as an additional indicator of occupational shortages.

Area Manpower Developments In 1965

JAMES V. CARLEY
and IRVIN W. SCHMIDT

The unprecedentedly high tempo of the Nation's business activity during 1965 resulted in new records in production, employment, and income. The sustained advance of the economy resulted in a gross national product of $675 billion, $46 billion more than for 1964. Rising national income has reinforced an uninterrupted upsweep in consumption expenditures, and the growing expenditures for new plant and equipment forecast by American business firms for 1966 augur a further extension of the uptrend in business investment. Government outlays during 1966 reflect both increased military efforts abroad and rising expenditures for antipoverty, health, and other needs at home. By early 1966 the U.S. economy was humming along at near capacity levels and demand for labor continued to rise. Evidence was accumulating that manpower shortages in selected skills were confronting the Nation, as the national rate of unemployment reached 4 percent in January—the lowest in 8 years.

The improvement in the national economy during 1965 was reflected in the 150 major areas surveyed monthly by the U.S. Employment Service and its affiliated State Employment Services. Nonfarm employment gains in these areas were paced by hiring in the nonmanufacturing sector, notably trade, service, and State and local Government. Although gains were widespread, the most significant were registered among the largest areas, as might be expected. Manufacturing accounted for about one of every three new nonfarm jobs during the year, with the largest gains occurring in the hard goods industries.

James V. Carley and Irvin W. Schmidt are Labor Economists in the U.S. Employment Service.

Unemployment Trends

Unemployment trends among the major labor areas were generally in line with the downward movement of unemployment in the Nation. As 1966 began, 48 areas were classified as having low unemployment (1.5 to 2.9 percent of the work force unemployed); no such areas existed in the trough of the recession early in 1961. Eighty-three areas were classified as areas of moderate unemployment with rates in the 3 to 5.9 percent range.

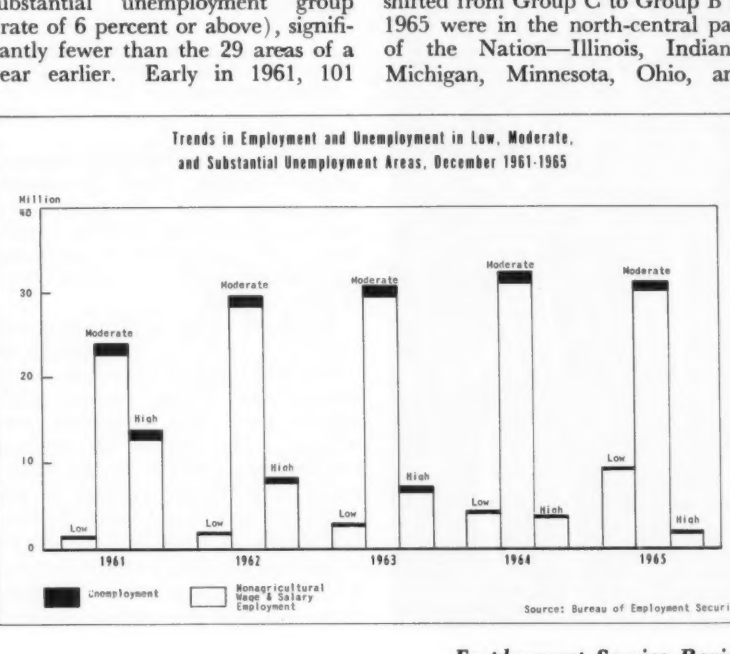
Only 19 major areas were in the substantial unemployment group (rate of 6 percent or above), significantly fewer than the 29 areas of a year earlier. Early in 1961, 101 major areas had surplus labor problems.

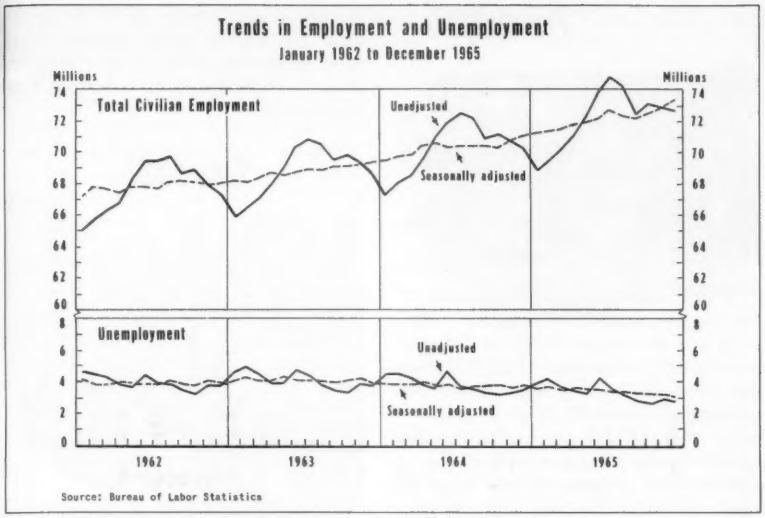
Major areas with relatively tight employment conditions at the end of 1965 accounted for almost a fifth of the total work force of the 150 areas. Less than 5 percent of this work force was in major areas of substantial unemployment, in contrast with 65 percent early in 1961.

Labor supply groups	December 1965	December 1964	December 1963	December 1962	December 1961	March 1961
Total all groups	150	150	150	150	150	150
Group A	0	0	0	0	0	0
Group B	48	27	17	10	4	0
Group C	83	94	95	99	86	49
Group D	17	25	33	31	48	71
Group E	0	2	3	7	7	17
Group F	2	2	2	3	5	13

More than half of the areas which shifted from Group C to Group B in 1965 were in the north-central part of the Nation—Illinois, Indiana, Michigan, Minnesota, Ohio, and

Trends in Employment and Unemployment in Low, Moderate, and Substantial Unemployment Areas, December 1961-1965





Wisconsin. In the New England and west coast regions, however, no areas shifted into the low-unemployment category. During 1965, 11 areas moved from the substantial to the moderate unemployment group, including several with long histories of high unemployment. These were Brockton, Jersey City, Johnstown, Providence-Pawtucket, Springfield-Chicopee-Holyoke, Utica-Rome, and Waterbury.

Despite the widespread improvement in employment conditions during 1965, a number of areas continued to experience substantial joblessness. Some of these areas have been characterized by long periods of unemployment associated with declining employment in coal mining (Scranton and Wilkes-Barre-Hazleton, Pa.; Charleston, Huntington-Ashland, and Wheeling, W. Va.), iron mining (Duluth-Superior, Minn.-Wis.), textiles (Fall River, Lawrence-Haverhill, Lowell, and New Bedford, Mass.), and railroading (Altoona, Pa.). Other areas in the substantial unemployment group included two in Puerto Rico (Mayaguez and Ponce), one in New Jersey (Atlantic City), and five in California (Fresno, San Bernadino-Riverside-Ontario, San Diego, San Jose, and Stockton). The only newcomer to this group in 1965 was San Bernardino-Riverside-Ontario, where despite record high employment, the rapid growth of the area work force exceeded the number of new jobs available.

In addition to the 19 major labor areas on the substantial unemployment list, some 500 small areas continued to have substantial or persistent unemployment, although the number has declined steadily from 775 in mid-1963. A large proportion of these areas are concentrated in Alaska, Arkansas, California, Georgia, Kentucky, Michigan, Minnesota, Oklahoma, Puerto Rico, and West Virginia.

Public Works and Economic Development Act of 1965

The Public Works and Economic Development Act of 1965, administered by the Department of Commerce, provides for public works, business loans, and technical assistance to aid in the economic recovery of depressed areas. Areas which had "substantial" unemployment (annual average unemployment rates of 6 percent or more) in the preceding calendar years are eligible for public works grants but not for other benefits under this Act, while those classified as "persistent" on the basis of high unemployment rates over a period of years are eligible for assistance as redevelopment areas. A significant new feature in this law is the emphasis on economic development on a broader geographic basis than under the Area Redevelopment Act, which it replaces. Areas in substantial and persistent unemployment categories continue to be eligible for preference in bidding on Federal procurement contracts.

Under the Public Works and Economic Development Act, cities of 250,000 or more population, as well as entire labor areas, may be eligible for redevelopment assistance. The Department of Labor has certified the following cities within labor areas as meeting criteria for persistent unemployment: Oakland and San Diego, Calif.; Miami, Fla.; Newark, N.J.; and Philadelphia and Pittsburgh, Pa.

AREAS EXPERIENCING IMPROVEMENT

The broad-based expansion of the economy during 1965 resulted in rising employment levels and declining jobless totals in many areas. Among the important areas experiencing significant reductions in the number of persons unemployed between 1964 and 1965 were the following:

Boston area unemployment declined by 6,200 to 45,400 during the 12 months ending November 1965, while the jobless rate moved down from 4 to 3.4 percent of the area's work force. Nonagricultural wage and salary employment rose about 29,000 over the year, with a third of the advance in durables—primarily transportation equipment, instruments, electrical and nonelectrical machinery. Most firms in these in-

dustries also expected continuing job gains through early 1966. The major private shipbuilding firm, General Dynamics, announced plans to hire more than 3,000 additional workers in 1966.

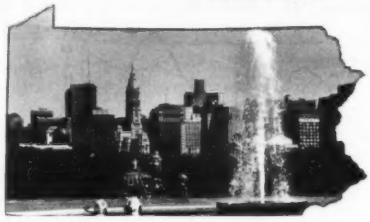
New York

Jobless workers in the *New York City labor area* numbered 237,200, or 4.4 percent of the work force, in November 1965 compared with 4.9 percent a year earlier. Total employment moved up to an alltime high, while nonagricultural wage and salary employment reflected a 12-month gain of 54,100 workers. Nondurable goods manufacturing employment—chiefly food and apparel—continued its longtime downtrend during the year, offsetting gains in aircraft and other durable goods industries.

Newark

Joblessness in the *Newark labor area,* at 31,000, or 3.7 percent of the area's work force in November 1965, was down sharply from the previous year to the smallest November volume in 9 years. At the same time, wage and salary employment rose to a record high. Major employment gains occurred in miscellaneous manufacturing (chiefly toys and games), government, trade, nonelectrical machinery, and petroleum. Minor upturns in manufacturing forecast for early 1966 in the electrical and nonelectrical machinery, primary metals, and chemical industries, however, may be offset by seasonal cutbacks in toy manufacturing and in nonfactory industry groups.

Philadelphia

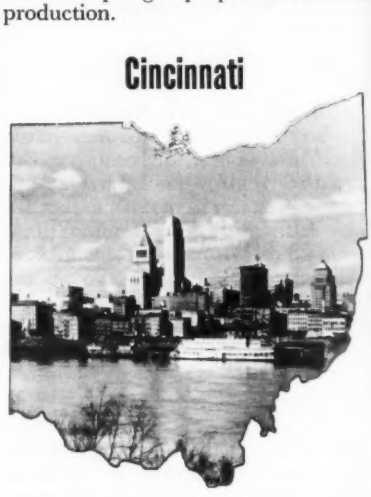


The number of jobless persons in the eight-county *Philadelphia labor area* was placed at 66,700 in November 1965, a reduction of 22,300 over the year to the lowest November volume since 1953. The unemployment rate of 3.5 percent compares with 4.7 percent a year earlier. Total employment reached a new high in late fall. Jobs in manufacturing rose sharply over the year sparked by advances in fabricated metal and electrical machinery industries, while nondurables also kept pace, led mainly by the chemical industry.

Detroit

Unemployment in the *Detroit labor area* dropped by 13,000 over the year to 34,000 in November, as the unemployment rate declined 1 percentage point to 2.2 percent. Wage and salary employment reached an alltime high, rising 60,000 above November 1964 (after allowance for the effect of labor disputes in 1964). Employment in the automobile industry was expected to remain near its November level when automakers—straining toward near capacity production—had nearly 258,000 workers. By March, steel manufacturers were expecting to build up stocks for the usual spring step-up in automobile production.

Cincinnati



Between November 1964 and November 1965, unemployment in the *Cincinnati labor area* decreased by 6,200 to 16,200, while the jobless rate receded from 4.4 to 3.2 percent. Most of the increase in wage and salary employment over the year occurred in nonmanufacturing. In the manufacturing sector, substantial gains were registered in nonelectrical machinery, particularly in machine tool and aircraft engine production.

Milwaukee

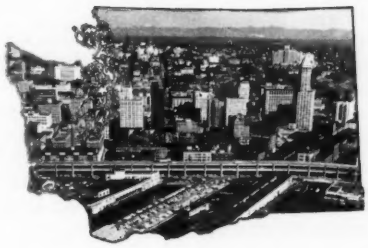
The number of unemployed persons in the *Milwaukee labor area* fell by one-fifth in the 12 months ending November 1965, to 12,300, while the jobless rate declined from 2.8 to 2.2 percent. Wage and salary employ-

ment increased by about 16,000, as 4,900 factory jobs were added over the year. Job gains were registered in the primary and fabricated metals and electrical and nonelectrical machinery industries. The transportation equipment industry, however, showed a small loss, chiefly in automobiles, towards the end of 1965 as the American Motors Corp. announced a temporary layoff of approximately 5,300 production workers in order to aline production more closely to sales. Moderate hiring gains in 1966 were expected, however, in many of the area's important machine tool and heavy machinery manufacturing plants.

Chicago

Unemployment in the well-diversified *Chicago labor area* totaled 78,000 in November 1965—about 18,000 fewer than a year earlier—while the unemployment rate moved down from 3.2 to 2.6 percent. Nonfarm payroll employment, which has been increasing steadily since 1961, gained an additional 75,800 workers since November 1964. More than half of the over-the-year rise in jobs was centered in nonmanufacturing. Factory gains were fairly widespread, but the largest increase occurred in electrical machinery (up 17,000), mainly as a result of the heavy demand for color TV sets.

Seattle



In the *Seattle area,* unemployment declined from 30,400 to 23,000 during the 12 months ending November 1965, with the jobless rate also dropping from 6.2 to 4.5 percent. Nonagricultural wage and salary employment increased very sharply over the year, with job gains about equally divided between manufacturing and nonmanufacturing. Employment in locally important aerospace firms rose by 10,700 between November 1964 and November 1965, three-fourths of the overall gain in manufacturing. The Boeing Company has announced plans to enlarge its facilities for the production of jet transports. If these plans materialize, aerospace employment is expected to increase by 15,000 in 1966. (See "Interarea Recruitment for Aerospace" page 19.)

Minneapolis

In the *Minneapolis-St. Paul labor area,* unemployment declined significantly to a total of 18,000 during the 12 months ending November 1965, while the unemployment rate moved down from 3 to 2.4 percent. The number of unemployed persons in November was the lowest for the area since 1956. Nearly 25,000 workers were added to nonfarm payrolls over the year. The increase in manufacturing was led by an unusually large rise in nonelectrical machinery employment due to the continued growth of the area's largest computer firms. Nonfactory employment also climbed sharply from a year ago. Further expansion by computer firms is anticipated during 1966, while the ordnance industry is also expected to add workers with the reopening of the Twin Cities Arsenal.

Major Area Employment Outlook in 1966

With stepped-up military production superimposed on a booming civilian economy, increasing manpower stringencies are likely in 1966. According to area employer reports, the largest hiring advances expected by spring in the manufacturing sector are in the *automobile* and *aircraft* industries. Auto employment is expected to rise during the early months of 1966, with largest hiring planned in the key Detroit area. Somewhat smaller gains are projected for the aircraft industry, the most important being scheduled in the Seattle, Los Angeles-Long Beach, San Diego, and Fort Worth areas. Accelerating armaments requirements are reflected in the increased hiring schedules in *ordnance* centers such as Baltimore, Davenport-Rock Island-Moline, Kansas City, and Los Angeles-Long Beach. Employment gains during the early part of 1966 are anticipated in such *nonelectrical machinery* industry centers as Chicago, Davenport-Rock Island-Moline, Detroit, and Jersey City. Somewhat smaller gains are planned by the *electrical machinery* industry, mostly scheduled for the Boston, Dallas, and Los Angeles-Long Beach areas.

Manpower Training in 1965

Some 2,800 projects for about 154,000 trainees were approved under the MDTA institutional (in-school) training program in 1965. Despite a limited increase in funds available, broadened allowance payments for dependents and other program modifications significantly increased average trainee costs so that the approved trainee total was about 13,000 fewer than in 1964. Since the program's inception in mid-1962, about 7,600 institutional projects have been funded for close to 430,000 trainees.

Characteristics of MDTA Institutional Trainees

During 1965, some 145,000 persons entered MDTA institutional projects, about one-third more than in 1964, because the program continued to stress assistance to the disadvantaged. Among these new trainees were increased proportions of jobless teenagers, nonwhites, and persons of limited educational attainment. Participation of the long-term unemployed, while little changed from 1964, continued to be about double the proportion of this group among all of the Nation's unemployed.

Sex and Family Status

Approximately 60 percent of the enrollees in 1965 were men, generally unchanged from 1964, and just above their proportion among the Nation's unemployed in the past year. The proportion of women trainees was below the 43 percent of women among the unemployed.

Slightly over half of the 1965 MDTA trainees were heads of families or households, somewhat below the 1964 level, but still substantially in excess of the 36 percent of all unemployed in this category. Almost 60 percent of the men enrolled were heads of families, compared with half of all jobless men. However, some 41 percent of the women enrolled were family heads, compared with only 17 percent of all unemployed women. Some further decline in the participation of heads of families appears probable since, under the latest MDTA amendments, regular allowance payments will be permitted to another member of a family when the head of the household is unemployed or such payments are necessary for the individual to undertake or continue in training.

Race

To alleviate their disproportionately high unemployment rate, efforts have been made to expand training opportunities for nonwhite jobseekers. Consequently, the proportion of nonwhites enrolled in MDTA institutional courses rose from about 30 percent in 1964 to almost 34 percent in 1965; participation of nonwhite men rose from 27 percent to 29 percent and of nonwhite women from 36 to 41 percent.

Age

The proportion of MDTA institutional trainees under 19 years of age rose during the past year from 15 to 18 percent, with young men accounting for most of the over-the-year gain. Recruitment of those with special problems in the job market also increased somewhat. About 56 percent of these youths enrolled in 1965 had less than a full high school education (54 percent in 1964), some 44 percent were long-term unemployed, and 31 percent were nonwhite.

While no appreciable change occurred over the year in the proportion of trainees aged 19 through 21 and 22 through 44, participation of both groups remained well above their proportions of the unemployed. At the same time, the difficulty in involving workers 45 years old and over in training continued apparently both because of their greater reluctance to undertake training and inadequate assurance of placement after completion. Consequently, workers aged 45 and over were 25 percent of the Nation's unemployed in 1965, but continued to be only approximately 10 percent of the trainees.

With emphasis continuing on the development of special training projects for youth with special needs, approximately 43 percent of the nonwhite trainees were under 22 years of age, somewhat over 1964, and 7 percentage points above their proportion among the Nation's nonwhite unemployed. However, nonwhite teenager participation in MDTA training remained well below the proportion of persons under 19 years of age among all nonwhite unemployed.

Education

The proportion of MDTA trainees having less than a full high school education increased by only 1 per-

Institutional Training Approvals in 1965 and 1964, by Type of Project[1]

Type of project	1965		1964	
	Number projects	Number trainees	Number projects	Number trainees
Total	[2] 2,787	[2] 154,251	2,610	167,205
Single occupation	2,622	107,770	2,412	89,284
Multioccupational	121	41,915	147	75,240
Individual referral	44	4,566	51	2,681

[1] Included are 149 special youth projects, largely multioccupational, for 27,589 trainees approved in 1965 and 172 such projects for 40,266 trainees approved in 1964.
[2] Includes 61 projects for 2,237 trainees approved under section 241 of amended MDTA, relating to redevelopment areas.

Principal MDTA Institutional Occupational Courses by Size of Enrollment, September 1962–November 1965

Training course	Number of trainees enrolled
Stenographer-secretary	20, 734
Machine operator, general	16, 162
Nurse aide-orderly-ward attendant	15, 560
Typist and clerk-typist	15, 544
Welders	14, 302
Automobile mechanic	14, 280
Nurse, licensed practical	11, 924
Automobile-body repairman	7, 481
Clerk, general office	5, 413
Cooks	5, 083

centage point during the past year to 51 percent. Trainees with less than an eighth grade education remained at approximately 7 percent, somewhat less than half the proportion of such workers among the Nation's unemployed. Workers with an eighth grade education—13 percent of the Nation's jobless total in 1965—fared slightly better in MDTA, approximating 10 percent of all MDTA trainees.

Women trainees generally continued to have more schooling than men. Almost three out of every five women enrollees in 1965 had at least a full high school education, compared with about two of five men. Only a tenth of the women had no more than 8 years of schooling as compared with almost a fourth of the men.

Nonwhites handicapped in pursuing training because of deficiencies in formal education have been provided increased opportunities under the MDTA amendments for acquiring needed basic education. However, much remains to be done in increasing participation of these disadvantaged persons in training, since only 7 percent of the nonwhite enrollees in 1965 had less than 8 years of schooling, whereas some 25 percent of all unemployed nonwhites had this limited level of educational attainment. At the other end of the scale, about 46 percent of the nonwhite trainees had 12 or more years of schooling, compared with 27 percent of all unemployed nonwhites.

Duration of Unemployment

In both 1965 and 1964, almost 9 out of every 10 MDTA enrollees were unemployed at the time of referral to training. The remainder consisted of family farmworkers, reentrants to the labor force, and underemployed persons. One of the most significant achievements of the MDTA program has been its success in reaching relatively large numbers of persons jobless for 15 weeks or more. Some 44 percent of the jobless MDTA enrollees were long-term unemployed in 1965, little changed from 1964, but double the proportion of long-term unemployed in the Nation. Three out of 10 of the 1965 trainees were very long-term unemployed—without work for 6 months or more—compared with only 1 out of 10 of the Nation's unemployed.

For many years, nonwhite workers have accounted for a disproportionately large share of long-term unemployment. In 1965, they constituted 11 percent of the labor force, 20 percent of the unemployed, 23 percent of all persons out of work 15 weeks and more, and 25 percent of those unemployed more than 26 weeks. The MDTA program reached more long-term jobless nonwhites in 1965, with some 38 percent of all these MDTA trainees jobless for 15 weeks or more prior to training in 1965, up from 34 percent in 1964. Nonwhites constituted 40 percent of all MDTA trainees in the very long-term unemployment category—those out of work 6 months or more—compared with 35 percent in the preceding year.

MDTA Trainee Family Heads as a Percent of All Institutional Enrollees in Selected Groups, by Sex and Age, 1964 and 1965

Sex and age	Family heads as a percent of all enrollees	
	1965	1964
Total	51. 4	53. 1
Under 19 years	9. 5	9. 4
19 to 21 years	31. 1	30. 1
22 to 44 years	73. 2	73. 2
45 years and over	71. 0	71. 9
Male	58. 3	63. 4
Under 19 years	9. 9	11. 3
19 to 21 years	35. 5	35. 6
22 to 44 years	82. 5	86. 3
45 years and over	90. 6	94. 1
Female	41. 0	37. 8
Under 19 years	8. 9	6. 7
19 to 21 years	24. 1	20. 8
22 to 44 years	59. 2	53. 5
45 years and over	47. 8	43. 6

Color and Sex of MDTA Institutional Enrollees in 1964 and 1965, and of All Unemployed Persons in 1965

Color and sex	Percent distribution			
	MDTA enrollees		All unemployed persons, 1965 (annual average[1])	Unemployment rate 1965[1]
	1965	1964		
Total	100. 0	100. 0	100. 0	4. 6
Whites	66. 4	69. 6	79. 7	4. 1
Nonwhites	33. 6	30. 4	20. 3	8. 3
White	100. 0	100. 0	100. 0	4. 1
Male	64. 5	63. 3	58. 2	3. 6
Female	35. 5	36. 7	41. 8	5. 0
Nonwhite	100. 0	100. 0	100. 0	8. 3
Male	51. 8	53. 6	53. 7	7. 6
Female	48. 2	46. 4	46. 3	9. 3

[1] *Monthly Report on the Labor Force*, Bureau of Labor Statistics.

Followup reporting on individuals completing MDTA courses has been modified to provide more complete information on the extent to which the training program has contributed to subsequent employment as well as trainee ability to retain employment. Earlier reports showing that 7 out of 10 "graduates" found jobs were based on employment status only in particular weeks some 30, 60, and 90 days after course completion. Current reports provide data in both the particular reference weeks as well as in other periods during the year and are based on followup 3, 6, and 12 months after completion of training.

The improved followup reporting arrangements indicate that some 91 percent of the trainees completing MDTA courses during 1964 obtained employment within a year. Jobs were obtained principally in training-

Sex and Age of MDTA Institutional Enrollees in 1964 and 1965

Sex and age	Percent distribution of MDTA enrollees	
	1965	1964
Total	100.0	100.0
Under 19 years	18.4	15.3
19 to 21 years	23.6	23.8
22 to 44 years	48.1	50.4
45 and over	10.0	10.6
Male	100.0	100.0
Under 19 years	18.7	14.9
19 to 21 years	24.3	24.9
22 to 44 years	48.0	50.3
45 and over	9.0	9.9
Female	100.0	100.0
Under 19 years	17.9	15.8
19 to 21 years	22.6	22.0
22 to 44 years	48.1	50.5
45 and over	11.5	11.7

[1] *Monthly Report on the Labor Force*, Bureau of Labor Statistics.

related occupations and largely within 90 days following the end of training. While data are incomplete and therefore not directly comparable with information received for 1964 "graduates," reports for trainees completing in 1965 indicate that some 83 percent have obtained employment thus far.

Experience of the 1964 "graduates" suggests that most of the 8 percentage point difference will be erased as more complete data are received for last year's "graduates." Nonwhites, educationally deprived individuals, and other disadvantaged persons, while achieving considerable success in finding jobs following training, continue to have a somewhat lower employment rate than the MDTA trainee average. Thus, the employment rate for nonwhites fell below the all-trainee average by 5 percentage points in both 1964 and 1965. Also, 47 percent of those completing training in 1965 were persons with less than a full high school education, compared with only 40 percent in 1964. This group's employment rate was below the national average by 1 to 2 percentage points in these years.

About 27 percent of the institutional trainees were approved for multioccupational projects during the past year, compared with 45 percent in 1964. Increasingly, State agencies have found it feasible to provide counseling, work orientation, and basic education either prior to or concurrently with training in single occupation projects. Intensive counseling, testing, and other supportive services made available through the national network of Youth Opportunity Centers established in 1965 have been of particular assistance in this regard. Also, emphasis on the single occupation project has increased to avoid the delayed utilization of funds in large multioccupational projects, particularly since some sections are often long in getting underway.

As in 1964, California led with 16,222 approved MDTA trainees. New York and Illinois followed, with 13,318 and 11,156. Massachusetts, Michigan, Ohio, New Jersey, Pennsylvania, Texas, and Washington each had between 5,600 and 9,200 trainees approved in the past year. These 10 States accounted for about 58 percent of all institutional trainee approvals in 1965.

About $292 million were committed for institutional projects in 1965, some $53 million more than in the previous year, raising the cumulative total of funds obligated for approved projects to about $650 million. As in 1964, somewhat over half of the obligated funds was for the payment of training allowances; the remainder covered such costs as instructor salaries, rental of facilities, and supplies.

In 1964, expenditures per trainee averaged $1,456. However, 1965 MDTA amendments liberalized allowance payments, particularly for dependents and transportation, as well as extended training allowance support up to a maximum of 104 weeks. Consequently, funds obligated in 1965 increased to an average of $1,893 per trainee. Costs ranged from $496 per trainee in the Virgin Islands and $849 in Connecticut to $3,529 in South Dakota.

Sex and Education of MDTA Institutional Enrollees in 1964 and 1965 and of All Unemployed Persons in 1965

Sex and education	Percent distribution		
	MDTA enrollees		All unemployed persons, 1965 (annual average)
	1965	1964	
Total	100.0	100.0	100.0
Less than 8th grade	7.1	7.6	16.3
8th grade	9.9	9.4	12.7
9th to 11th grade	33.9	32.9	29.9
12th grade	43.2	43.9	30.4
Over 12th grade	5.9	6.2	10.6
Male	100.0	100.0	100.0
Less than 8th grade	9.7	10.4	19.4
8th grade	12.6	12.4	15.0
9th to 11th grade	36.1	36.3	29.6
12th grade	37.0	35.8	24.5
Over 12th grade	4.6	5.1	11.4
Female	100.0	100.0	100.0
Less than 8th grade	3.2	3.4	11.6
8th grade	5.8	4.9	9.2
9th to 11th grade	30.6	27.8	30.3
12th grade	52.5	55.9	39.5
Over 12th grade	7.9	8.0	9.4

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EMPLOYMENT SERVICE ACTIVITIES
1961-1965
millions
11
10
9
8
7
6
5
4
1961
1962
1963
1964
1965
New Applications
Nonfarm job openings received
Nonfarm placements

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POSTAGE AND FEES PAID
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